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Case Study

An Analysis of Functional Positions and Their Deployment to Achieve Organizational Goals: A Case Study in Indonesia's National Civil Service Agency (Badan Kepegawaian Negara)

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ABSTRACT

This study aims to analyse the appointment of functional position which consists of job analysis, employee planning, recruitment, and selection and to analyse the linkage between functional position and the organizational goals. This qualitative research analyses the implementation of job classifications based on function and its linkage with the purpose of the organization. It uses Indonesia's National Civil Service Agency as a case study. The results have shown that the primary data used for job analysis and planning cannot be validated. Recruitment and selection for vacant positions are generally consistent with best practices. However, the relationship between job classification and fulfillment of organizational goals appears uncertain. The effort to increase human resource capacity does not appear to be in a linear relationship with employee performance.

Keywords: Functional position, job analysis, job classification

INTRODUCTION

The principle applied to public as well as private-sector organizations is driven by purpose. The purpose and idea of the organizations encourage and direct the activities of the organization and its people (Daft, 2010). In public agencies, the driving purpose or idea is typically manifested in regulations, a constitution, or other public documents. The implementation of public organization's purpose takes place

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through the deployment of resources, such as employees, the bureaucracy, and financial support. Dessler (2013) stated that human resources management, as a process designed to train, obtain, evaluate, and compensate the employee, would seek to ensure that interpersonal relationships, workplace safety, justice, and other human factors supported the organization's effort in achieving its goals.

According to article no. 5 of the *Law on Civil State Administration 2014*, the government of Indonesia intends to foster public-sector human resource reform. This legislation divides the positions of public officials into three classification which is high-level, administrative, and functional. Especially at the functional level, the government has aimed to increase the professionalism of civil servants and to minimize excesses of bureaucratic structure, seeking to give functional officials with expertise an opportunity to advance their careers. In Indonesia's bureaucratic reforms, functional employees have been highlighted in an attempt to help government improve its performance. The Ministry of Administrative and Beureucratic Reform has regulated employees' career development opportunities. This regulation indicates that the government encourages civil servants who are already qualified for a functional position to register.

First, empirical data suggests that there has been growing demand from all institutions to the Ministry of Administrative and Beureucratic Reform to give civil servants functional positions. In 2014, there were 43,800 position requests from all institutions, representing an increase of 11.61% compared to 2013. This phenomenon differs from Indonesia's recent experience with another job classification where the number of proposals in 2014 was 11,007, a steep drop from the 19,539 proposals in 2013 (Fahrani & Novi, 2016). Second, due to the high requests, the percentage of functional positions among all government jobs has increased. According to National Civil Service Agency, as of 2017, there were 2,276,923 Indonesian personnel, or 52.26% of all government officials, held functional positions. Third, several institutions have encouraged civil servants to seek functional positions as a means of reducing the influence of the structural bureaucracy and increasing organizational efficiency and effectiveness. This phenomenon results in a bureaucracy that is rich in functional positions but limited in structural positions. The high number of officials in functional positions should be reflected in increasing productivity or improving performance.

The present research focuses on the job classifications in the National Civil Service Agency, an institution responsible for human resource management across all government institutions in Indonesia. This responsibility makes the agency as a role model for human resource management in the Indonesian government.

Public-sector leaders are responsible to society and expectations that government will be accountable, transparent, and equitable. Christensen et al. (2007) stated that public-sector agencies must deliver

value to the general populace, followed orderly procedures, observed democratic principles, and emphasized concern for the public welfare. According to Lubis and Huseini (2009), measurements of public-sector agency success should involve all aspects of the organization, both internal and external, and should compare the organization's achievement to established targets.

Having a greater number of public officials in functional positions should logically improve the organization's performance. From that perspective, this research analyses the implementation of job classifications of functional positions by the National Civil Service Agency's central office. It also examines the linkage between this implementation of job classifications and the National Civil Service Agency's efforts to achieve its organizational goals.

MATERIALS AND METHODS

This study uses a qualitative approach including collection of primary and secondary data, accompanied by analysis to identify the deeper meanings underlying the facts and phenomena under examination (Irawan, 2004). Primary data were obtained through the interviews of nine informants, all of whom were key staff members with policy and decision-making responsibilities related to functional positions. These included employees of the National Civil Service Agency main offices, as well as other stakeholders, such as the head of apparatus bureau, head of competency and functional position division, head of organization and governance division, head of employee development division, head of planning and placement subdivision, head of employee development subdivision, head of functional position development subdivision, head of governance subdivision, employee functional auditor, and employee functional analyst.

In addition, a desk review obtained secondary data about functional positions. Secondary data for this research consist of minutes of meeting, related regulations, and internal National Civil Service Agency data. All data, ranging from report, worksheet, and government regulation related to functional position, were collected and analyzed in 2016 and 2017.

There were several steps of this research. Firstly, the researcher analysed secondary data and reviewed related unit inside National Civil Service Agency to make informants list. Secondly, the researcher proposed interview session with all related staff in the unit. Thirdly, the researcher conducted interview with the informants and gathered secondary data from them. Fourthly, researcher made triangulation process to verify information from primary and secondary data.

RESULTS AND DISCUSSION

The Implementation of Job Classifications of Functional Positions in the National Civil Service Agency

Several steps are involved in defining and classifying a functional position in an agency. In the case of the National Civil Service Agency, the preliminary steps

are job analysis and job workload, which determine the nature of the particular functional position and the needs involved. These steps are followed by job recruitment and selection. Selection process is a way for an organization to recruite the best and the most potential candidate for vacant positions (Noe et al., 2011).These actions are significant because the assessment will determine the job classification based on organizational needs.

According to Decenzo and Robbins (2002), an in-depth interviews with several informants confirmed that job analysis is necessary to determine the appropriate performance standards and workloa. This step is also necessary as a basis for ensuring equal compensation, setting job standards, and placement of suitable staff in functional positions. The implementation of job analysis at the National Civil Service Agency involved delivering a questionnaire to relevant stakeholders within the agency. A group of employees in every functional position were asked to respond to the survey. The result revealed that the data verification process involved only the director and did not include other stakeholders who have competencies in job analysis.

According to article no. 12 of the *Law of the Republic of Indonesia 2011*, data verification is part of the overall process of triangulation of job analysis. The regulation suggests that data clarification should include focus group discussions with a job analyst, informants, the supervisor, and another related unit participating. In line with this provision, Dessler (2013) stated that the verification process should definitely involve a director. However, empirical evidence indicates that supervisors do not participate in the process; rather, the job analysis at the National Civil Service Agency includes only a representative of each unit.

In addition, in the workload assessment process, recently the National Civil Service Agency has to conduct re-assessments because of errors in the calculations of job workloads in each unit. Each unit is involved in this process because its members know best about the unit's needs and workload. However, errors in the workload calculations have occurred, as illustrated by several instances of proposed job placement in functional positions that were not in line with previous workload measurements. Prior workload analyses have found that even when the number of employees allocated to a unit is based on the current workload in the unit, there is a tendency to over-assign employee's relative to the actual workload, apparently because of inadequate knowledge of job requirements or inaccurate calculation.

As a result, at the National Civil Service Agency main office, job placement and classification related to functional positions are often not in line with the job analysis and job workload analysis. This condition is not in accordance with article no. 56 of *Law on Civil State Administration 2014* of which the first sentence states that each institution needs to analyze its human resources based on a job workload assessment. Furthermore, Dessler (2013) had noted that planning for

the number of employees needed should be based on an analysis of the workload of and the services provided by each institution. Clearly, planning for the number of employees needed at the National Civil Service Agency is not in accordance with this theoretical concept or with federal regulations.

Recruitment of employees to fill functional positions in National Civil Service Agency is through three sources of recruitment process including: public announcement, internal communication to current agency employees who may be interested in transferring to a new position, and word of mouth within the agency. These methods are consistent with those described by Mathis and Jackson (2008) and Dessler (2013). Public announcements are designed to give everyone a chance to apply and to attract a wider range of candidates.

Recruitment of candidates is followed by selection. The National Civil Service Agency evaluates the past performance and potential of applicants. All candidates are required to submit information on their past job history for administrative review. In addition, a written examination and aptitude test are administered to assess the candidate's potential (the agency refers to this as a substantive test). An innovation in the administration of the substantive test is the use of a computerized system, which decreases the risk of error or test-taking fraud. The selection process appears to be a good example of the procedures recommended by Mathis and Jackson (2008) and Decenzo and Robbins (2002).

Even though the selection process is already good, several threats to its effectiveness have been identified remain. Because of the large number of applicants for functional positions, candidates often experience a long delay in receiving decision letters in response to their application. This situation can become problematic because when existing employees seek training for a new position, the letter confirming their successful completion of the training is valid for only three months. This problem could increase the cost of training due to the high likelihood that the employee will end up requesting a second training class because the three-month validity period of the first training has expired.

The Linkage Between Functional Positions and Achievement of Organizational Goals

The purpose of job classification is to improve performance and to achieve organizational goals. Therefore, a high number of functional positions need to align with high performance of the institution. The National Civil Service Agency's goals are reflected in its 2015–2019 strategic planning document (National Civil Service Agency, 2015). These goals include achieving overall quality among civil servants; developing properly qualified public-sector leaders; delivering excellent service in the agency's employment bureau; and creating responsible internal management. Interviews with several informants in National Civil Service Agency revealed that functional positions in the main office

are needed to support the organization in achieving all these goals. Creating functional positions increases the possibility of higher level of performance because doing so deploys professionals in their area of expertise. Within the agency itself, there are 575 employees in functional positions, fulfilling 20 distinctly defined functions. These 20 functions have a good chance of supporting the agency's achievement of its goals and becoming a national role model.

The National Civil Service Agency has two function groups. The first function group is directly correlated with the organization's goals, and those that have an indirect relationship to the goals or serve as supporting factors. Examples of the first function groups are employee analyst, employee auditor, computer and information technology specialist, statistician, auditor, archivist, and public policy specialist. These function groups relate to the management of Indonesia's civil service. For example, employee analysts and employee auditors support the agency in ensuring excellent service and providing highly competent management of civil servants, especially with regard to managing responses to disciplinary offenses in government institutions. Meanwhile, computer specialists and statisticians enhance the agency's effective use of technology in its management of public officials and are essential for data management. The compatibility between these functions and organizational goals illustrates that functional positions in the National Civil Service Agency support the institution in achieving improved performance (Lubis & Husaeni, 2009). However, it is difficult to draw clear conclusions about the effectiveness of these function groups because there is not always a linear relationship between the number of functional positions and the organization's ability to be efficient and productive or to achieve its stated goals.

The organization as social structure was built by two or more people simultaneously. The organization defines duties and responsibilities to achieve organizational goals. All the duties and responsibilities are reflected in the employee position. Therefore, positions of the employee have the correlation to achieve organizational goals.

In order to align the employee position and organizational goals, the organization needs job description and job specification. All these informations were based on job analysis. The job analysis does not only contain the information about the employee position but also the foundation of the job recruitment and job placement.

However, interview result implies that job analysis based on job workload is far from perfect. This condition affects the organization's ability to address its actual needs and can suggest deficiencies in the analysis, creating a strong likelihood that many functional positions are not designed with sufficient precision and clarity to improve employee performance. Current evaluation based on achievement of credits cannot provide a complete or meaningful depiction of actual performance quality because it tends to be used as an

administrative requirement to raise the level of civil services. Therefore, it is urgently necessary for the organization's change efforts to be more production-oriented and cascade the goals into achievable and measurable indicators for all targets and at all levels of the organization.

The analysis of functional positions in the National Civil Service Agency reveals both supporting factors and obstacles. The supporting elements, in this case, include the availability of internal human resources with qualified expertise suitable for 20 identified functions in the agency. There is also a positive tendency toward mindset change encouraging employees to be more autonomous in their work. Meanwhile, obstacles hindering the process include the imperfect correlation between job analysis and workload and the limited ability of supervisors and civil servants to fulfill their assigned duties because of budget limitations.

Overall, the evidence indicates that the degree of linkage between the job classification of functional positions and the achievement of organizational goals is a gray area. Even though the institution has a high number of functional positions, the attainment of targets depends on the productivity of individual employee. Secondary data analysis of National Civil Service Agency has shown that even though the system is rich in functional employees, the level of productivity that is attained is another matter. This finding contradicts the theoretical assumption that a high quality human resources will increase organizational productivity. In such a situation, the role of leaders and general structuring of measurable, achievable expectations can leverage progress to make the institution more successful.

To sum up, the National Civil Service Agency still faces obstacles with regard to its ability to serve as a role model of effective public-sector employee management. Therefore, the Government of Indonesia as an institution made up of many components of sub-institutions will face challenging times in its efforts to improve effectiveness and productivity. On the other hand, the effort to implement human resource management reform is a promising start. However, the implementation of this effort has not been consistent across all sub-institutions.

CONCLUSION

This research concludes that the implementation of recruitment activities for functional positions in Indonesia's National Civil Service Agency is far from perfect. The study has found indications of fraud in the job and workload analyses. Even though there is a high number of functional positions in this Indonesian agency, there is no clear evidence that this prevalence of functional positions assists the agency in achieving its organizational goals. Moreover, the process needs an undergirding framework and requires the strong exercise of political will by a leader in each institution.

Related to this challenge, especially with regard to the recruitment and placement of candidates in functional positions, the National Civil Service Agency should increase the validity of its job and workload analyses. These tools provide the basis for measurement and human resource planning in the institution. Training for all employees related to job analysis is important in this process because all employees need to share responsibility for human resource management. There is also a need to cascade the organization goals into indicators and targets for each unit or even for each employee, based on their functions. This step will help all members of the organizational unit to become more productive and at least to be more successful in achieving suitable indicators based on their function.

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