

E-Formation Policy in Developing the Need for Civil Servants in the Probolinggo Regency of Indonesia

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ABSTRACT

Based on the regulations, the preparation of employee needs is carried out using an electronic application. E-Formation from the rationale to speed up the administrative process and ensure the accuracy of data related to job maps, number of employees, employee placement positions, allocation of shortages and excess employees. In preparing formation requirements, civil servants in every Ministry, State Institution and Government Agency, both central and local, are required to use this system, and the deadline for completing the e-formation is according to the schedule determined by the centre. This study aims to describe: the implementation of the civil servant formation through e-formation in Probolinggo Regency and the supporting and inhibiting factors with the implementation of the civil servant formation through e-formation in Probolinggo Regency. This study uses a qualitative approach with a descriptive type. The results of the study show: The Probolinggo Regency Government has implemented a Government policy that prepares civil servant formation requirements using an e-formation application based on job maps, job analysis and workload analysis contained in the regent's Regulation. However, with the simplification of the bureaucracy and the equalization of structural positions to available positions, the Probolinggo Regency Government should re-evaluate the Regent's Regulation; and In carrying out the preparation of civil servant formation needs, it is necessary to have support from the leadership in Probolinggo Regency to overcome inhibiting factors such as budget allocation, increasing the competence of formation builders, mutation/transfer of employees and delegation of tasks/responsibilities.

Keywords: Government Policy, E-Formation, Leadership Support.

1. INTRODUCTION

Implementation of development and service the performance of public services requires a professional, competent and appropriate number of government apparatus resources as needed. For this reason, the personnel resources must be appropriately developed and planned. The development of apparatus resources is directed at the professionalism of apparatus resources or civil servants and government employees with work agreements.

According to Rasyid, MR, the government's efforts to provide professional apparatus reflect at least two main aspects: the substantial and the procedural aspects [1]. In the considerable element, the preparation of apparatus resources requires an understanding of the types of authority and the volume of tasks attached to each source as a basis for determining the qualifications of the apparatus needed, clear considerations of formation and prospects for development and utilization.

One of the components urgently needs to be arranged at this time is employee planning, especially planning for employee formation. So far, the preparation of the civil servant formation as part of personnel management has not been thoroughly carried out to meet the organization's needs". From preparing the proper civil servant formation, a State Civil Apparatus will be obtained who has the required competencies and can carry out their main tasks and functions optimally.

According to Tjokromidjojo, B., with a healthy staffing formation, it is hoped that the number and composition of employees for each government agency can be by the functions, duties and workload of the government agency [2]. The civil servant, e-formation application system helps prepare the formation needs of civil servant candidates every year. This system is one of the programs to accelerate bureaucratic reform that Azwar Abubakar initiated.

By the formulation of the problem, the purpose of this study is to describe and analyze the implementation of e-formation policies in preparing the needs of the State Civil Apparatus in Probolinggo Regency and Knowing what factors are the supporting factors and inhibiting factors for the performance of e-formation in the preparation of the needs of the State Civil Apparatus in Probolinggo Regency.

The Civil Servant e-Formation application system, is one of the systems for preparing formation requirements Civil Servantevery year. This system is one of the programs to accelerate bureaucratic reform, which initiated [3]. PAN.RB/5/2014 concerning the Implementation of the e-Formation System. The preparation of employee formations is determined based on the needs of each regional apparatus organization based on job analysis, workload analysis, and employee position maps. This interrelationship between the central government and local government illustrates that compiling the formation of Civil Servant requires an efficient system in the preparation of the construction of Civil Servant based on the policy government and requires regulatory legislation. So, there will be no deviation in determining the formation of civil Servant.

2. RESEARCH METHODS

This research was conducted at the Regional Civil Service Agency Probolinggo Regency, East Javaon Regional Personnel Agency which is the work unit tasked with proposing the formation of Civil Servants. The informants who provide additional information to obtain complete information data in this study are: Head of Procurement, Dismissal, Data and Information at the Personnel Agency; Head of Sub Division of Procurement and Dismissal of Civil Servant and Apparatus Resource Planning Analyst at the Personnel Agency

2.1 Data Analysis Techniques

Data analysis has three steps: data condensation, data display, and conclusion drawing and verification. Data condensation refers to the process of selecting, focusing, simplifying, abstracting, and transforming the data analysis process schematically using an interactive data analysis model [9-10].

3. RESEARCH RESULTS AND DISCUSSION

3.1 Research result

The mechanism for implementing the civil servant formation through e-formation in Probolinggo Regency was explained as the Head of Procurement, Dismissal, Data and Information, who said that: *"The implementation mechanism is adjusted to the Standard Operating Procedure (SOP) or based on Law Number 5 of 2014 concerning Civil Servant and government Regulation Number 11 of 2017 concerning Management of Civil Servants."*

The same is also explained as a Young Expert Staffing Analyst, Sub-Coordinator of the Head of the Procurement and Dismissal of Civil Servant Employees, said that: *"The implementation of the preparation of the needs of civil servant other than based on Law Number 5 of 2014 concerning State Civil Apparatus and government Regulation Number 11 of 2017 concerning Civil Servant Management, is also adjusted to Government Regulation Number 49 of 2018 concerning Management of Government Employees with Work Agreements"*.

This is reinforced by the results of interviews conducted by researchers with Apparatus HR Planning Analyst Mr Febri Yudi Darmadi, who said that: *"The field that handles the proposed needs of Civil Servant at the Regional Personnel Agency is the Procurement, Termination of Data and Information Sector."* Based on Article 56 paragraph (1) of Law Number 5 of 2014 concerning State Civil Apparatus that every Government agency is obliged to compile the need for the number and type of PNS positions based on a job analysis and workload analysis and based on Government Regulation Number 11 of 2017 concerning Civil Servant Management

Article 5 paragraph (1) that every government agency is obliged to compile the need for the number and type of civil servant positions based on the position and workload analysis and paragraph (2) that the preparation of the need for the number and type of civil servant positions as referred to in paragraph (1) is carried out for 5 (five) years, which are detailed per 1 (one) year based on priority needs and Article 10 paragraph (1) that the preparation of civil servant needs is carried out using electronic applications".

This is also reinforced by the results of interviews conducted by researchers with Mr Sholihin as a Young Expert Policy Analyst at the Organizational Section, who said:that: Arranging the formation of civil servant needs institutionally is the task and function of the Regional Personnel Agency, but job analysis and workload analysis are the duties and parts of the Organizational Section of the Regional Secretariat of Probolinggo Regency.

"The preparation of the formation of the needs of the State Civil Apparatus is carried out in 4 stages, namely job analysis, employee inventory analysis, employee needs analysis which includes workload analysis and calculation of employee needs with an index and finally an analysis of the balance between employee supplies and employee needs".

The actors or planners in the implementation of the civil servant formation through e-formation in Probolinggo Regency were explained as the Head of Procurement, Dismissal, Data and Information, who said that:"*We in the personnel department lack*

human resources as planners or actors in the implementation of the Civil Servant formation; we consist of me as the Head of the Division, Mr Mirza as a personnel analysis and Mr Febri as a planning analyst, with three employees, which we have to verify every proposal. Per job title and number of needs including job analysis."

3.2 Discussion

Implementation of development and service The performance of public services requires a professional, competent and appropriate number of government apparatus resources as needed. For this reason, the personnel resources must be appropriately developed and planned. The development of apparatus resources is directed at the professionalism of apparatus resources or Civil Servants and Government Employees with Work Agreements.

According to^[4] the government's efforts to provide professional apparatus reflect at least two main aspects: the substantial and the procedural aspects. In the significant part, the preparation of apparatus resources requires an understanding of the types of authority and the volume of tasks attached to each source as a basis for determining the qualifications of the apparatus needed, clear considerations of formation and prospects for development and utilization.

The procedural aspect relates to the type and nature of education and training carried out to meet the needs of the substance aspect. Apparatus resources in implementing government activities are significant because they are the primary implementers of all government programs that have been planned. Human resources are an essential element and natural capital in national development. State apparatuses that have an attitude of devotion, quality skills, and high professional abilities are needed so that the implementation of tasks can be carried out efficiently and effectively^[5]. According to^[6] the large number of employees who are not productive and supported by inadequate quality, the professionalism of working in government is considered incompetent.

The formation of the State Civil Apparatus is essential in the development of apparatus resources. In this regard, the determination of the building is crucial because it is not only a personnel planning tool, especially regarding procurement, but also must be linked to financing planning for employees. It also forms the basis for the evaluation of promotions as well as employee education and training programs.

One of the components urgently needs to be arranged at this time is employee planning, especially planning for employee formation. So far, the preparation of the Civil Servant formation as part of personnel management has not been thoroughly carried out to meet the organization's needs". From the practice of the proper Civil Servant formation, a State Civil Apparatus (Civil Servant) will be obtained with the required competencies and can carry out their main tasks and functions optimally. According to^[2], with a healthy staffing formation, it is hoped that the number and composition of employees for each government agency can be by the functions, duties and workload of the government agency.

The steps needed to carry out the above efforts are as follows: the policy of perfecting formation and procurement is directed to obtain Civil Servant Candidates to the real needs of central and regional government agencies, both in quality and quantity. To determine the formation and procurement, improvements were made in the workforce planning of Civil Servant based on job analysis, needs, workload estimates and job inventory and classification. Discussing the development of apparatus resources to provide resources for growth and public services will start from the development administration.

Development administration is "all efforts made by a country/nation to grow, develop and change consciously and planned in all aspects of life and livelihood of the nation-state concerned to achieve its ultimate goal^[7]". Not different from the above opinion, development administration has two functions, namely: Efforts to improve state administration or development of administration (the development of administration), namely improvements in the fields of organization and institutions, staffing, procedures and administration of state administration, improvement of facilities and infrastructure. Physical means of state administration; Administration for development (the administration for development) or coaching in the administration field to support development planning and implementation.

Development administration has two functions, namely: Efforts to improve state administration or development of administration, namely improvements in the fields of organization and institutions, personnel, procedures and administration of state administration, improvement of physical facilities of state administration; Administration for development (the administration for development) or coaching in the field of administration to support development planning and implementation. Development administration has two functions, namely: Efforts to improve state administration or development of administration, namely improvements in the fields of organization and institutions, personnel, procedures and administration of state administration, improvement of physical facilities of state administration; Administration for development or coaching in the field of administration to support development planning and implementation.

Development in employment or the apparatus becomes part of development in the administration field to support the process of formulating policies and development programs and their practical implementation procedures. Growth in the area of personnel or

apparatus resources provides a vital role in the provision of apparatus resources as formulators of policies and development programs and implementers/implementers. Therefore, the development of personnel or apparatus resources becomes an inseparable part of the overall development and development efforts in the field of this should also be done through proper planning.

Development planning is a systematic effort to choose alternatives that can be taken to achieve the desired goals based on realistic and rational considerations^[5]. A development plan has the potential for failure, which results in not achieving the goals and objectives set. One of the reasons for the loss of planning is that the available data, besides being inadequate, cannot be trusted^[8].

In preparing the planning of personnel resources, they must have a strategic perspective, meaning that the employees currently planned are for the future, not just for the present. In addition, the organization's strategic planning must also be considered because employee planning is part of the organization's strategic plan and, at the same time, provides resources for implementing the organization's strategic plan. Strategic planning is "a process of forward-oriented activity by estimating various things so that future effectiveness can run as expected. Planning is estimating and predicting based on rational, logical and implementable considerations^[4].

Planning for apparatus resources in the management of civil servants in Indonesia is carried out through the preparation of the formation of the State Civil Apparatus. Building in the field of staffing concerns the issue of staffing plans for government agencies as a whole. Based on Law Number 5 of 2014 concerning State Civil Apparatus, Article 56 paragraph (1) that every Government agency is obliged to compile the need for the number and types of PNS positions based on a job analysis and workload analysis and based on Government Regulation Number 11 of 2017 concerning Management of Civil Servants as amended by Government Regulation Number 17 of 2020 Article 5 paragraph (1) and Government Regulation Number 49 of 2018 concerning Management.

Government Employees with a Work Agreement Article 4 paragraph (1) that every government agency is obliged to compile the needs for the number and types of PNS positions based on the position and workload analysis, and paragraph (2) that the preparation of the requirements for the number and types of PNS positions as referred to in paragraph (1) is carried out for 5 (five) years, which is specified per 1 (one) year based on priority needs and Article 10 paragraph (1) that the preparation of employee needs is carried out using an electronic application called the e-formation application belonging to the Ministry of Administrative Reform and Reform. The bureaucracy that carries out the mandate of Law Number 5 of 2014.

In compiling the requirements for the Civil Servant formation, every Ministry, State Institution and Government Agency, both central and local, must use this system, and the deadline for completing the e-formation is according to the schedule determined by the centre. Optimizing the need for CIVIL SERVANT using the e-Formation system is confirmed by the Circular Letter of the Minister of Administrative and Bureaucratic Reform Number: B/5548/M.PAN-RB/12/2014. The Circular Letter, at the same time, confirms the previous Ministerial Circular Letter Number B-2156/M.PAN.RB/5/2014 concerning the Implementation of the e-Formation System. E-Formation or the Civil Servant e-formation application system helps prepare the formation needs of Civil Servant candidates every year. This system is one of the programs to accelerate bureaucratic reform initiated.

E-Formation was born from the premise of speeding up the administrative process and ensuring the accuracy of data related to job maps, the number of employees, employee placement positions, allocation of shortages and excess employees. The benefits of e-Formation are determining employee needs, job classes, and work targets.

This e-formation system aims to find an overview of the organizational structure, job map, the number of existing employees, the number of employees needed and the number of shortcomings/advantages. Employees in government agencies within the Ministry, State Institutions, and central and regional governments. For data entry in the e-Formation application, at least the following are needed:

In the e-formation application, it is clear who has the role of super administrator, organization admin and personnel admin. The user who acts as the Admin Administrator is the Regional Personnel Agency as the proposing agency formation to the Ministry of Empowerment of State Apparatus and Bureaucratic Reform and the State Civil Service Agency. Users who act as Organization Admins are Regional Personnel Agency and Organizational Sections. Meanwhile, the user who serves as the Personnel Admin is the Head of the General and Personnel Sub-Section and the Staff who handles the staffing of each Regional Apparatus Organization.

4. CONCLUSIONS AND RECOMMENDATIONS

Research conducted on e-Formation Policy in Developing Civil Servant Needs draws the following conclusions: The Probolinggo Regency Government has implemented a Government policy that the preparation of Civil Servant formation requirements uses an e-formation application based on job maps, job analysis and workload analysis contained in the theProbolinggo Regent Regulation

Number 27 of 2020 concerning Results of Position Map, Job Analysis and the Workload Analysis within the Probolinggo Regency Government.

Supporting factors in preparing Civil Servant needs in Probolinggo Regency are as follows: Position map, Analysis Position and Workload Analysis have been promulgated in the form of the Probolinggo Regent's Regulation Result of Position Map, Position Analysis and Workload Analysis in the Probolinggo Regency Government. This technical guidance aims to improve further the competence of planners or drafters of Civil Servant requirements because every year, the e-formation application constantly changes both menu features and data that must be inputted in the application to meet the time limit set by the Central Government.

The obstacle faced by the Probolinggo Regency Government is that not all Regional Apparatus Organizations have human resources who are competent in preparing Civil Servant needs, both competencies related to e-formation and competencies related to staffing provisions to the preparation of Civil Servant needs. Job mutations are too short in terms of previous job mutations because of employee anxiety and affect the mastery of main tasks. Delegating duties or responsibilities of the Head of General Affairs and Personnel or Staff who handle personnel in Non-Permanent Employees is an obstacle to implementing the Civil Servant preparation.

As an effort to improve the implementation of the preparation of Civil Servant requirements in Probolinggo Regency, the researchers provide the following suggestions: there is a simplification of the bureaucracy and equalization of structural positions to available positions in Probolinggo Regency, the Probolinggo Regency Government should re-evaluate the Position Map, Job Analysis and Workload Analysis as stated in the Probolinggo Regent's Regulation if possible form an Integrated Cross-SKPD Team consisting of elements of the Organization Section, Regional Personnel Agency, Regional Finance Agency and SKPD which will be recounted for position maps, job analysis and workload analysis.

Regional Personnel Agency to further enhance cooperation, collaboration or sitting together between fields within the internal BKD. The problem of frequent transfers of the Head of General Affairs and Personnel or Staff in charge of personnel can be addressed by the Transfers and Promotions Division, for example, by using the Civil Servant career pattern system, as well as competency issues can be addressed by the Apparatus Competency Development Division by carrying out annual training on the preparation of Civil Servant needs with sources other than BKD also involves the Organizational Section.

Overcoming obstacles such as competence in compiling formation requirements, mutation/transfer of employees and delegation of tasks/responsibilities, it would be better if the Regional Personnel Agency publishes a Personnel Manual relating to the preparation of Civil Servant needs. Researchers provide a few examples that should be included in the manual. The manual is helpful for anyone who serves as the Head of the General and Personnel Sub-Section or Staff who handles staffing that can be used for Non-Permanent Employees.

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