

Implementation of Workload Analysis in Planning the Needs of Government Employees: A Systematic Literature Review

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Abstract

Government agencies in Indonesia use workload analysis (ABK) to determine the number of employees needed by each unit, but evidence on the performance of these devices in practice is scattered across small, locally-focused studies. This article maps the evidence and examines what it reveals about implementation, employee needs conclusions, and the relationship between workload and employee output. A systematic literature review was conducted on 14 peer-reviewed journal articles published in 2016–2026 with five regulatory documents as a framework. The characteristics of the studies were summarized with descriptive statistics, while the findings were synthesized narratively because the reported effect sizes could not be compared. Eleven of the 14 studies (78.6%) were published since 2023, eight (57.1%) used qualitative design, and ten (71.4%) were located on the island of Java. Implementation studies repeatedly cited analyst capacity limitations, uncertainty of data validity, and outdated job titles as barriers. Two full-time equivalent (FTE) studies yielded opposite conclusions, and four studies linking workload to employee output reported coefficients ranging from -0.714 to $+0.599$. This evidence suggests that ABK is a useful but fragile basis for employee needs planning; results depend on analyst ability, the overload threshold used, and the way employees perceive their workload. Standard thresholds, routine sensitivity reporting, and mixed method design are recommended

INTRODUCTION

Government offices that are understaffed find it difficult to serve the community, while offices with overcrowded people spend public money on unemployed capacity. In both cases, the problem tends to go unnoticed until someone calculates their work. Indonesia's answer to the calculation problem is workload analysis (ABK). The regulatory chain is now quite dense. Government Regulation Number 11 of 2017 concerning civil servant management, as amended by Government Regulation Number 17 of 2020, places the determination of employee needs in civil servant management. PANRB Ministerial Regulation Number 1 of 2020 regulates procedures for position analysis and workload analysis. BKN Regulation Number 9 of 2022 contains procedures for preparing the needs of state civil servants, and Presidential Regulation Number 21 of 2023 stipulates working days and hours that are the basis for calculating effective working hours. In its simplest form, the logic is easy to state: workload is the volume of work multiplied by the normal completion time of a task, and the number of employees required is obtained by dividing the total workload by the effective working time.

However, being simple in principle does not mean complete in practice. The studies reviewed here illustrate that the same tools are applied under different regulations, through different applications, and by analysts with very diverse levels of training, from municipal secretariats in East Java (Afianti & Gamaputra, 2023) to livestock services in South Sulawesi (Mansur & Rasdiyanti, 2025). International experience is not much more neat. Strategic workforce planning

is described as a developing but immature public sector practice (Huerta Melchor, 2013), and the OECD's recent study on human resource indicators emphasizes that planning decisions require reliable labor data (OECD, 2025). Meanwhile, other studies view workload not as input to the employee needs formula, but as a job demand whose impact depends on how employees assess it (Bakker et al., 2023; Demerouti & Bakker, 2023). A 2026 study on regional financial management bodies, for example, found that heavier workloads are associated with lower performance and argued that the job accountability regime explains that (Harahap & Triastuti, 2026). ABK thus falls between two rare literatures: the administrative literature on how many people are needed, and the psychological literature on what that burden does to the person.

Indonesian studies on crew members are growing rapidly, but have not yet been compiled. It is not yet clear in what context and design these devices have been studied, whether the findings are convergent, or whether the overload and underburden categories used by the various studies can be compared at all. Without the map, agencies continue to rediscover the difficulties that other agencies have already experienced, and policymakers have little control over whether the results of the crew are robust enough to justify recruitment, redistribution, or freezing formations.

The main objective of this review is to map and synthesize the latest Indonesian evidence on the implementation of workload analysis in planning for government employee needs. Three research questions guide this review. First, what is the profile of the available studies in terms of age, design, location, and thematic focus? Second, what do the studies report on the implementation of ABK and the analysis of the positions that precede it, and what barriers do they identify? Third, what are their conclusions about employee needs and the relationship between workload and employee output?

METHODS

Research design

This study is a systematic literature review with a descriptive quantitative synthesis of the study characteristics and a narrative synthesis of the findings. This review follows the general logic of the literature review as a research methodology (Snyder, 2019) and borrows the principles of PRISMA 2020 reporting (Page et al., 2021) to the extent appropriate for a corpus like this. One thing needs to be stated frankly. The corpus was purposively compiled by the authors before the analysis began; there were no database search keywords, filtering flows, or duplicate removal steps. The review was therefore systematic in its coding and synthesis, but not in its source identification, so its findings need to be read with such notes (see Section 4.5).

Corpus

The analysis corpus consists of 14 peer-reviewed journal articles published between 2016 and 2026. All of them examine position analysis, workload analysis, or workload in relation to employee needs or employee output in Indonesian public sector organizations or comparable organizations. Five regulations (Government Regulations Number 11/2017 and Number 17/2020, Presidential Regulation Number 21/2023, PermenPANRB Number 1/2020, and BKN Regulation Number 9/2022) serve as a normative framework for reading articles; regulations are

not coded as data. Bibliographic details are checked against the publisher's page or article file, so that the title, author, year, and journal details in this review follow the publication notes.

Data extraction and coding

For each article, the author, year, journal, organization and level of government were recorded, region, research design, main thematic focus, sample size when reported, and key findings. Extraction relied primarily on abstracts and bibliographic notes, supplemented by accessible full-text excerpts. Each article was placed in one main thematic category: (a) the implementation of ABK as a process, (b) the preparation or updating of job title and workload documents, (c) the calculation of employee needs, or (d) the effect of workload on employee output. The research design was classified as qualitative, quantitative survey, or quantitative analysis of full time equivalent (FTE).

Data analysis

Descriptive statistics were calculated with Python (pandas). Categorical variables were reported as frequency and percentage; year of publication and sample size were reported as mean, median, standard deviation, and range. Findings were synthesized narratively in four thematic categories. Effect estimates were not combined, as the studies reported different coefficients (standardized beta, correlation coefficient) for different predictors and outputs, and their averaging would only result in meaningless numbers. No formal risk assessment instruments were used.

RESULTS AND DISCUSSION

Characteristics of the reviewed study

Table 1 lists 14 studies and Table 2 summarizes their characteristics. Publication years range from 2016 to 2026 ($M = 2023.2$; $Mdn = 2023.5$; $SD = 2.6$), with 2025 being the most frequently cited year (five studies). Eleven studies (78.6%) were published in 2023 or later, and six (42.9%) in 2025–2026 (Figure 1a). Articles were spread across 12 journals; ADMIT: Applied Administration journals accounted for three (21.4%) and each other journal one.

Table 1. Studies included in the review (N = 14)

Id. at 1	Study	Location (level; region)	Design	Focus	Reported principal findings
S1	Afianti & Gamaputra (2023)	Regional Secretariat, Organization Section, City of Surabaya (region; Java)	Qualitative	Implementation of ABK	Employee needs are calculated: 1 subdivision head, 4 position analysts, 1 institutional analyst, and 4 organizational and administrative data managers. The gap is associated with a position map that only contains existing civil servants, total needs that have not been rounded, and a recruitment moratorium; the internal team has not met the training criteria.
S2	Purwanti et al. (2025)	Sukabumi City Social Service (region; Java)	Survey, n = 20	Workload–external	Workload had a significant positive effect on performance ($\beta = 0.572$; $p < 0.001$). Most respondents rated workload as reasonable, with a slight imbalance in the division of tasks.
S3	Fauzia & Kartika (2016)	Indonesian Red Cross DKI Jakarta: headquarters and internal supervisory unit (non-government; Java)	FTE	Employee needs	No need for new recruitment; downsizing of warehouse and pantry staff is recommended. Head of headquarters: FTE = 1.37, classified as overload (normal range 1–1.33).
S4	Tonapa & Malik (2023)	South Sulawesi Provincial Social Service (province; outside Java)	Qualitative	Document preparation	Produce job and workload documents with 17 items of position information in accordance with PermenPANRB Number 1/2020, replacing the old format.
S5	Shah et al. (2025)	Bureau of Organization and Governance, Ministry of Religion (national; Java)	Qualitative	Implementation of ABK	Implementation is influenced by the clarity of policy communication, coordination between units, the availability of valid position data, and the capacity of the executive; related to a more rational arrangement of executive position classes.
S6	Riani & Musdalifah (2025)	Secretariat of the Jeneponto Regency Diskominfotik (region; outside Java)	Qualitative	Document preparation	Six position information documents that are in accordance with the guidelines; agencies still do not have a position code for each position.
S7	Damayanti (2023)	General and personnel units in disguised organizations (not specified)	FTE + 5 interviews	Employee needs	Of the 9 positions, 6 are overcharged, 1 undercharged, and 2 are normal; an additional 9 employees are needed.

Id. at 1	Study	Location (level; region)	Design	Focus	Reported principal findings
S8	Full-fledged (2023)	Bandung City KPU, Legal and Human Resources Subdivision (regional; Java)	Qualitative	Employee needs	Shortage of employees adds to the workload; Employee needs analysis should be based on position analysis and workload analysis.
S9	Mansur & Rasdiyanti (2025)	Takalar Regency Animal Husbandry and Animal Health Service (region; outside Java)	Qualitative	Document preparation	Updating the document with 17 components of position information for two fields; the previous agency still used the old nomenclature.
S10	Suhada & Nasrulloh (2022)	UP Parking, Jakarta Transportation Agency (province; Java)	Qualitative	Employee needs	Technological developments have changed several work processes; a new position is suggested between the head of UP and functional positions.
S11	Triyanto et al. (2020)	Regional Civil Service Agency of West Java Province (province; Java)	Survey, n = 93	Workload–external	Effect on performance: position analysis $\beta = 0.508$; workload analysis $\beta = 0.183$; both together 0.402 (all significant).
S12	Widiantoro & Gaol (2024)	Secretariat of the Directorate General of Land Transportation (national; Java)	Survey, n = 40	Workload–external	Workload was positively associated with job satisfaction ($r = 0.599$).
S13	Princess et al. (2026)	Bureau of Organization and Governance, Ministry of Defense (national; Java)	Survey, n not mentioned	Workload–external	Workload was negatively related to performance ($r = -0.714$; $R^2 = 51\%$; $p < 0.05$); mental and physical load was dominant.
S14	Yunanto et al. (2025)	Provincial Government of East Java (province; Java)	Qualitative	Implementation of ABK	The SI-PKJ web application accelerates the preparation of job analysis, workload analysis, job maps, and job evaluations; there are still challenges in features, system suitability, and data security.

Note. ABK = workload analysis; FTE = *full time equivalent*. Findings reported as stated by the original author.

By organizational level, five studies (35.7%) concerned local governments, four (28.6%) provincial governments, three (21.4%) national ministries, and two (14.3%) non-governmental or disguised organizations. Ten studies (71.4%) were conducted on the island of Java, three (21.4%) in South Sulawesi, and one did not mention their location. Eight studies (57.1%) were qualitative, four (28.6%) were quantitative surveys, and two (14.3%) were quantitative FTE analyses. The thematic focus was evenly divided: four studies each on the calculation of employee needs and the effect of workload on outputs (28.6% each), and three studies each on the implementation process and preparation of documents (21.4%). All survey studies were in the workload-output category, and all qualitative studies were in one of the other three categories (Figure 1b)

Table 2. Descriptive statistics of study characteristics (N = 14).

Characteristics	Categories	n	%
Publication period	2016–2022	3	21,4
	2023–2024	5	35,7
	2025–2026	6	42,9
Research design	Qualitative	8	57,1
	Quantitative surveys	4	28,6
	Quantitative FTE analysis	2	14,3
Thematic focus	Calculation of employee needs	4	28,6
	Effect of workload on external	4	28,6
	ABK implementation process	3	21,4
	Drafting or updating documents	3	21,4
Organisational level	Local government	5	35,7
	Provincial government	4	28,6
	National ministries/agencies	3	21,4
	Non-governmental or disguised	2	14,3
Region	Java Island	10	71,4
	South Sulawesi	3	21,4
	Not mentioned	1	7,1

Note. Publication year: $M = 2023.2$; $Mdn = 2023.5$; $SD = 2.6$; range 2016–2026. The number of percentages may be incorrect 100 due to rounding.

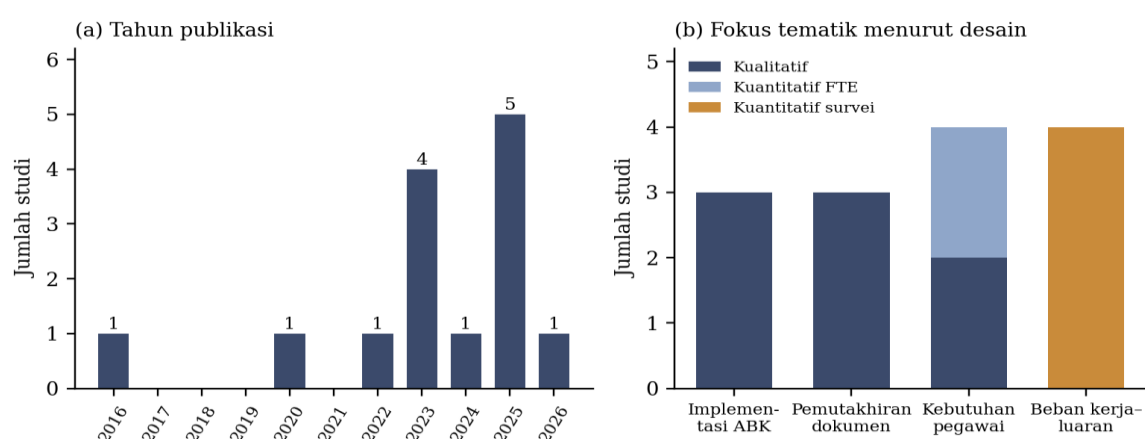


Figure 1. The distribution of 14 studies was reviewed according to (a) year of publication and (b) thematic focus and research design.

Three of the four survey studies reported sample sizes: 20, 40, and 93 respondents ($M = 51.0$; $Mdn = 40.0$; $SD = 37.7$). The fourth study, Putri et al. (2026), did not include sample sizes

in their abstracts. The only FTE study with a validation step (Damayanti, 2023) interviewed five respondents.

Implementation of job analysis and workload analysis

Three studies examined how ABK is implemented. Afianti and Gamaputra (2023) followed the process at a city secretariat and reported that the internal team had not met the training criteria in the guidelines, that the position map only described existing civil servants, that the total needs had not been rounded, and that the moratorium affected the results. Syah et al. (2025) reported that implementation in a ministerial bureau was influenced by the clarity of policy communication, inter-unit coordination, the availability of valid position data, and the capacity of the implementer. Yunanto et al. (2025) reported that the SI-PKJ web application accelerated the preparation of position analysis, workload analysis, position maps, and position evaluations in East Java, while feature development, compatibility with field needs, and data security remained an open issue.

The other three studies produced or revised the position document and the workload itself. Tonapa and Malik (2023) replaced the old format document at a provincial social service with a document containing 17 items of position information according to PermenPANRB Number 1/2020. Mansur and Rasdiyanti (2025) updated documents for two fields in a district livestock service that still uses the nomenclature of the old position, also with 17 components. Riani and Musdalifah (2025) produced six position information documents that are in accordance with the guidelines at a district communication and informatics office, and noted that there are no positions there that have a position code.

Employee Needs Findings

Five studies drew conclusions about employee needs. Afianti and Gamaputra (2023) calculated the needs of ten employees in four types of positions (one subdivision head, four position analysts, one institutional analyst, and four organizational and administrative data managers) and reported gaps in existing employees. Fauzia and Kartika (2016), with FTE, concluded that the Indonesian Red Cross's headquarters and internal supervisory units do not require new recruitment and that warehouse and pantry staff can be reduced; headquarters heads nevertheless obtained $FTE = 1.37$, above the range of 1–1.33 they used for normal loads. Damayanti (2023) classified six of the nine positions (66.7%) as overburdened, one (11.1%) underburdened, and two (22.2%) normal, and calculated the need for nine additional employees. Purnami (2023) reported on the shortage of employees in a subdivision of a KPU that increased the workload, and Suhada and Nasrulloh (2022) recommended a new position between the head of the unit and the functional position of a parking management unit.

Workload and external staff

Four surveys linked workload, or workload analysis, to employee output (Table 3). Three reported a positive relationship and one negative relationship. Purwanti et al. (2025) found a positive effect of workload on performance ($\beta = 0.572$), and Widianoro and Gaol (2024) a positive relationship between workload and job satisfaction ($r = 0.599$). Triyanto et al. (2020) found that job position analysis ($\beta = 0.508$) and workload analysis ($\beta = 0.183$) each had a positive effect on performance, and together 0.402. Putri et al. (2026) reported a strong negative relationship between workload and performance ($r = -0.714$), with workload explaining 51% of performance variance. The reported coefficients range from -0.714 to $+0.599$, and their absolute

values range from 0.183 to 0.714.

Table 3. Survey studies linking workload to employee output

Study	Location and samples	Relationships tested	Reported statistics
Purwanti et al. (2025)	Sukabumi; n = 20	Workload → performance	$\beta = 0.572$, $p < 0.001$ (positive)
Triyanto et al. (2020)	West Java; n = 93 (out of 121)	Job → performance analysis; workload → performance analysis; both together	$\beta = 0.508$; $\beta = 0.183$; 0.402 (all positive, significant)
Widiantoro & Gaol (2024)	Secretariat of the Directorate General of Land Transportation; n = 40	Workload → job satisfaction	$r = 0.599$ (positive)
Princess et al. (2026)	Bureau of the Ministry of Defense; n not mentioned	Workload → performance	$r = -0.714$, $R^2 = 51\%$, $p < 0.05$ (negative)

Note. Coefficients are reported as in the original abstract and cannot be compared between studies.

A new but narrow evidence base

The first thing this profile shows is how young and narrow the evidence base is. Nearly four out of five studies were published after 2022, and the model year is 2025. This is easy to read as evidence that the 2020 and 2022 regulations are starting to take root, but the data cannot support the claim. The data only show that the publication coincided with the period when the agency was asked to update its documents; three document update studies also came from one polytechnic journal (ADMIT), and at least one of them was described as final project research (Tonapa & Malik, 2023), which suggests that this lane is closer to applied practice than a standalone study. On the other hand, seven out of ten studies originated in Java, only three national ministries emerged, and quantitative surveys relied on a sample of 20 to 93 people. In a country with very diverse administrative conditions between islands and between levels of government, that's a thin foundation to make generalizations.

Implementation is a matter of capacity and data

Read together, the implementation study and the document study say something that the formula cannot convey: the difficulty lies less in the arithmetic of the crew than in the conditions of its implementation. The gap in training in the analyst team (Afianti & Gamaputra, 2023), the validity of job data and coordination between units (Syah et al., 2025), the absence of outdated job codes and nomenclature (Mansur & Rasdiyanti, 2025; Riani & Musdalifah, 2025), as well as the suitability and security of software (Yunanto et al., 2025) all point to the capacity and quality of the data. This is in line with the OECD's argument that workforce planning is only as good as the HR data behind it (OECD, 2025) and with previous findings that management flexibility, planning capacity, and systematic monitoring determine the success of workforce planning (Huerta Melchor, 2013).

Two characteristics of the Indonesian context deserve emphasis. First, the need for the results of the count is a normative number, not a procurement decision. Afianti and Gamaputra (2023) show how the moratorium, the absence of rounding rules, and the position map limited to current office holders distance the need for the results of the calculation from the actual formation. Digitalization can narrow that distance, as platforms like SI-PKJ speed up preparation,

but it brings a new reliance on data security and system design. Second, the regulations themselves are moving. The Takalar study describes an agency that is sandwiched between the old guidelines of the executive and successor positions, and is still working with the old nomenclature (Mansur & Rasdiyanti, 2025). Analysts are essentially aiming for targets that are shifting under their feet.

Figures depend on benchmarks

The employee needs study invites an unpleasant observation: the numbers produced are highly dependent on the benchmark. Two studies of FTE in the corpus have come to opposite conclusions, one recommending a reduction (Fauzia & Kartika, 2016) and the other an addition (Damayanti, 2023). The difference may indeed reflect a real difference between organizations. He also reminds that the excess load limit is not standard. Fauzia and Kartika (2016) use 1.33 as the upper limit of normal load, while Kaban (2025), outside the corpus of a housing savings management agency with 185 employees, shows how much depends on such a choice. With the threshold of ownership of the agency itself (0.70 and 1.30), 3.8% of employees are underburdened and 81.6% are normal; with textbook thresholds (0.99 and 1.28), 30.3% underburdened and 51.4% normal (Table 4). The organization and workload were the same, but the diagnosis was not. The finding that almost one in three employees had an unemployed capacity carried very different consequences from the finding that almost none of them were.

Table 4. Classification of the load of 185 employees according to two sets of FTE thresholds (Kaban, 2025)

Classification	Instance threshold (0.70 / 1.30), n (%)	Textbook threshold (0.99/1.28), n (%)
Less load	7 (3,8%)	56 (30,3%)
Normal	151 (81,6%)	95 (51,4%)
Overload	27 (14,6%)	34 (18,4%)

Note. The percentage is calculated from the number reported by Kaban (2025) for the same 185 employees.

Why workload–output findings differ

The workload–output study disagrees, and the disagreement is beneficial. The positive coefficient comes from a municipal social service, where most respondents consider the workload reasonable (Purwanti et al., 2025), and from a directorate-general secretariat (Widiantoro & Gaol, 2024); the negative coefficient comes from a ministry bureau that is reported to be understaffed, with mental and physical load as the dominant factors (Putri et al., 2026). The theory of job demands–resources offers a way to understand this. Demands that employees assess as challenges can drive efforts, while those that are assessed as obstacles drain efforts (Bakker et al., 2023), and depletion can strengthen themselves when resources are not restored (Hobfoll et al., 2018; Demerouti & Bakker, 2023). Harahap and Triastuti (2026) found such a negative relationship in a 32-employee regional financial management agency and argued that deadlines, external checks, and personal responsibility pushed workloads toward barriers. Viewed as such, positive and negative signs in the corpus need not contradict each other. The two may reflect different assessments of workloads in different accountability regimes, or different ways of measuring. This reading is asked with caution, because the sample in the corpus is small, most of the data is self-reported by the same respondents, and the studies measured different outputs.

Further observations emerge from Table 3. None of the four surveys paired the perceived workload with the objective FTE workload that ABK actually produces. This is a noteworthy gap: ABK produces official figures on the magnitude of a position's burden, while the survey

literature measures how that burden is perceived, and no one in this corpus checks whether the two are aligned. Triyanto et al. (2020) point in a related direction by pointing out that the quality of job position analysis and workload itself are related to performance, suggesting that the way measurements are conducted is not a neutral technical detail.

Implications and limitations

Several implications for practice can be drawn. ABK results should be treated as decision support accompanied by sensitivity analysis, meaning that FTE classifications are reported at more than one threshold each time they are used to justify recruitment or redistribution. The national standard ranges for under, normal, and excess loads will make the results comparable between agencies. Investing in analyst skills and checking data validity seems to be at least as important as refining the formula. Rounding rules, moratorium scenarios, and the utilization of non-civil servants, raised by Afianti and Gamaputra (2023), need to be included at the planning stage, not found later. Digital platforms require explicit data governance arrangements. Finally, perceived workload sizes and well-being can accompany FTE results in routine reviews, so that units that are overloaded on paper and drained in practice can be identified early.

This review has limitations that readers need to consider. The corpus was compiled purposively and not through a search of documented databases, so relevant studies may be missed and selection bias cannot be ruled out. The coding relies mainly on abstracts and bibliographic notes; at least one abstract contains inconsistent test statistics (Widiantoro & Gaol, 2024), which reminds that full-text verification is important. The coding was done by a single reviewer, there was no risk assessment of bias, and some classifications, such as treating the municipal KPU secretariat as a local government, involved considerations. The studies differed in design and output, which is why the effect measures were not combined. Finally, this review only covers the Indonesian context, and some very recent articles may still be revised. Replication with protocolized searches on databases such as Scopus, Garuda, and SINTA, as well as PRISMA flowcharts, will strengthen the evidence base.

CONCLUSION

Returning to the three research questions, the evidence on workload analysis in employee needs planning in Indonesia can be briefly summarized. The studies are new (78.6% published since 2023), mostly qualitative (57.1%), concentrated in Java (71.4%), and evenly distributed across four themes. In implementation, the studies met on capacity, data validity, coordination, and up-to-date documentation as conditions that determine the success or failure of employees, while digital platforms accelerate work but raise new questions about system suitability and security. On employee needs, the results depend on the organization and the threshold chosen, so the need for calculation results should be seen as a reasoned estimate, not a final answer. On the output, the four surveys disagreed on whether workload increases or decreases performance and satisfaction, suggesting that the way workload is measured and assessed by employees is important.

Future research can move in five directions: database-based search that is protocolized with PRISMA flowcharts; agreement on standard FTE thresholds and routine reporting of their sensitivity; longitudinal studies that follow ABK-based formation decisions to service and

performance outputs; mixed-method design that pairs FTE workloads with perceived workloads and well-being, based on *job demands–resources theory*; and evaluation of digital crew member platforms, including studies in national ministries and regions outside Java.

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