

Implementation of Government Employees with Employment Agreements Policy in Teacher Functional Positions in the Gorontalo Province

Rani Noerinsan¹, Rauf A. Hatu¹, Ismet Sulila¹

Corresponding Email: rani_s2administrasi@mahasiswa.ung.ac.id

¹ Public Administration Study Program, Postgraduate, Gorontalo State University, Indonesia

Abstract

This study aims to determine and analyze the level of compliance, smoothness of routine functions, performance and desired impacts on the Implementation of the study assignment policy for ASN in the Gorontalo Provincial Government. This study uses a qualitative research method and for data collection the researcher combines interviews, documentation and observation. To analyze the data, the researcher uses the opinion of Miles and Huberman, namely data collection, data reduction, data display and conclusions. The results of the study show (1) The implementation of the PPPK teacher procurement policy in Gorontalo shows positive compliance from the implementer, although it still faces obstacles such as limited resources, slow verification, and applicant administrative errors, so that increased coordination and awareness of the rules are needed; (2) The implementation of the PPPK teacher procurement policy in Gorontalo is running positively by involving BKD and ASN, although it faces challenges such as errors in proposing needs and inappropriate placements, so improvements are needed to achieve optimal equity and quality of education; (3) The success of the implementation of the PPPK teacher policy in Gorontalo was assessed as good in terms of the performance of the implementers, such as the transparency of the BKD in the selection, but the impact was not optimal due to inaccurate data on teacher needs, so an evaluation was needed to improve the equality and quality of education.

Keywords: Implementation, Policy, PPPK

Received: November 9, 2024

Revised: December 7, 2024

Accepted: January 7, 2025

Introduction

The implementation of the Government Employee with Work Agreement (PPPK) procurement policy is one of the government's strategic efforts to overcome the shortage of educators and increase the efficiency, professionalism, and welfare of educators in Indonesia (Marto et al., 2023). This policy is based on Government Regulation Number 49 of 2018 concerning PPPK Management and is strengthened by Law Number 20 of 2023. In this regulation, PPPK are given rights and obligations similar to Civil Servants (PNS), although there are differences in terms of pension guarantees. Align with research from Destiana (2023), this is done to provide flexibility in personnel management while also responding to the challenges of the need for professional workers in the public sector.

Gorontalo Province is one of the regions that has implemented this policy with a focus on appointing honorary teachers to become PPPK. This appointment began in 2021 in response to the urgent need for educators, especially in areas experiencing a shortage of teachers. However, the implementation of this policy is not free from various technical and administrative

challenges. One of them is the gap between the number of available positions and qualified applicants.

Data shows that in 2021 there were 1,076 applicants for 947 available PPPK teacher positions, but only 549 people met the passing grade. On the other hand, in the following years, the positions opened were often insufficient to accommodate all applicants who passed the selection, so that several qualified honorary workers had to wait to be appointed the following year. In addition, coordination issues between agencies, such as between the Regional Personnel Agency (BKD) and the Education Office, are also obstacles that affect the implementation of this policy.

According to Sudrajat (2024), other obstacles include the lack of understanding of the policy implementers regarding the applicable procedures, resulting in a slow and inefficient administrative process. In addition, standard operating procedures (SOPs) that have not been fully implemented properly also add to the complexity of implementing this policy. This problem not only impacts educators, but also the government's efforts to improve the overall quality of education in Gorontalo Province. With this background, this study aims to evaluate the implementation of the PPPK procurement policy in functional teacher positions in Gorontalo Province. The evaluation was carried out through an analysis of the level of implementer compliance, the smoothness of implementation routines, and the performance and impact of the policy, in order to provide comprehensive improvement recommendations for the local government.

Theoretical Review

Public Administration

Public administration is the process of managing resources, policies, and public services by the government or public institutions to achieve certain goals related to the interests of the community. Keban stated that the term Public Administration shows how the government acts as a single agent in power or as a regulator, which is active and always takes the initiative in regulating or taking steps and initiatives, which they think are important or good for the community because it is assumed that the community is a passive party, less capable, and must submit and accept whatever is regulated (Keban, 2022).

According to Henuk, 2020 administration can also be seen from two perspectives, namely: (1) Administration in the narrow sense which is interpreted as writing or secretarial/secretarial work; (2) administration in the broad sense is the process of cooperation between several individuals in an efficient manner. Based on this, administration is viewed from three perspectives; (a) the perspective of the administrative process; (b) the perspective of administrative functions and (c) staff/assistants.

Public Policy

Public policy is a decision or action taken by the government to address problems or meet the needs of the community, aiming to achieve common welfare. This policy includes regulations, programs, and strategies that are made based on political, social, and economic considerations. Subarsono, (2012) defines that (1) public policy is made by the government, not private organizations; (2) public policy concerns choices that must be made or not made by government agencies. This definition can be concluded that public policy can be interpreted as all choices made (Subarsono, 2012).

Frances (2010) said that when the terms policy and public are combined into one, namely public policy, it has a broader meaning than when interpreted separately. Public policy is one component of the state that should not be ignored. A country without public policy components is considered a failure, because life together is only regulated by one person or group of people, with the aim of satisfying self-interest or group interests only.

Policy Implementation

Implementation refers to the process of implementing public policies that have been formulated, with the aim of achieving the desired results. Implementation includes various administrative activities, resource coordination, application of procedures, and interactions between government agencies and related parties, to ensure that policies run according to their objectives and provide real benefits to the community. The success of policy implementation is influenced by several main factors, such as clarity of policy objectives, adequate resource support, effective communication between implementing actors, and the attitude and commitment of the implementer. In addition, continuous monitoring and evaluation are also needed to identify obstacles, correct deficiencies, and ensure that policies remain relevant to the needs of the community. Aneta (2010) stated

"In our approach to the study of policy implementation, we begin in the abstract and ask: What are the preconditions for successful policy implementation?"

To answer this important question, Edwards III offers and considers four factors in public policy implementation, namely: "Communication, resources, disposition or attitudes, and bureaucratic structure" (Aneta, 2010). These four implementation factors are considered crucial by every implementer in implementing public policy. These four factors interact with each other, meaning that if one factor is absent, the other three factors will be affected and have an impact on the weak implementation of public policy. Which measures the level of success of an implementation from three aspects, namely: 1) Level of compliance, 2) Smooth routine, and 3) Realization of desired performance and impact (Normajatun, 2022).

Government Employees with Work Agreements (PPPK)

Government Employees with Work Agreements (PPPK) are Indonesian citizens who are appointed based on work agreements for a certain period of time to carry out government duties according to the needs of the agency. As part of the State Civil Apparatus (ASN), PPPK have rights and obligations that are almost equal to Civil Servants (PNS), including receiving a decent salary, guaranteed job protection, and the opportunity to develop competencies through training and periodic evaluations. However, the difference lies in the lack of pension guarantees for PPPK.

The existence of PPPK is regulated in Government Regulation Number 49 of 2018 and Law Number 20 of 2023, which aims to increase efficiency and professionalism in public services. The PPPK appointment process is carried out through strict selection which includes administrative and competency selection, thus ensuring that the employees appointed have the abilities according to the needs of the agency. PPPK is expected to be a solution to overcoming the shortage of professional personnel in the public sector, especially in the fields of education, health, and other technical functions.

Methods

This study uses qualitative research with a descriptive approach. According to Nasution (2023), qualitative research methods analyze and interpret facts, symptoms and events based on what

happens so that they become study material for follow-up. In this case, the researcher tries to find out and analyze how the Implementation of the PPPK Procurement Policy in the Functional Position of Teachers in the Gorontalo Provincial Government through the Gorontalo Provincial Regional Personnel Agency as the research locus. The data sources collected in this study, namely primary data obtained through field observation techniques and interviews with informants who are considered to be in control of the PPPK procurement process including the Secretary of the Gorontalo Provincial Regional Personnel Agency, Head of Procurement, Dismissal and Information Division, Sub-coordinator of Procurement, technical implementation of PPPK procurement, and targeted civil servants. Primary data sources according to (Saat & Mania, 2020) are data sources that directly provide data to researchers (Saat & Mania, 2020). Data validation is carried out through data triangulation, and the addition of related references. The data analysis techniques used in the Miles and Huberman Model are data reduction, data presentation and drawing conclusions (Asipi et al., 2022).

Results and Discussion

Implementation of Government Employee Policy with Work Agreement in Functional Position of Teacher in Gorontalo Provincial Government Environment

The implementation of the Government Employees with Work Agreement (PPPK) policy is the process of implementing the rules and procedures that have been set by the government to manage the appointment, duties, rights, and obligations of PPPK. This policy aims to improve the efficiency, professionalism, and welfare of the workforce in the public sector, especially to meet the needs of experts in various fields such as education. The implementation of this policy involves various stages, starting from formation planning, vacancy announcements, administrative and competency selection, to appointment and performance evaluation. This study measures the implementation of the PPPK policy by means of observation, documentation and interviews. The research results presented by the researcher were carried out based on the focus and formulation of the problem which was measured using the theory of Fadhylah (2022) with factors of Compliance Level, Smoothness of Routine and Performance and the desired impact (benefits).

Compliance Level

The level of compliance in the implementation of the PPPK teacher procurement policy in Gorontalo Province is assessed through the understanding and behavior of the implementer. The implementer's understanding includes in-depth knowledge of the objectives of the policy, as expressed by the Head of Procurement, HJ, that this policy aims to meet the needs of teaching staff according to the established formation. In addition, this understanding also involves technical knowledge of the procurement process, including the importance of fairness and transparency in implementation, as emphasized by ST, Secretary of the BKD. The behavior of the implementer is another important indicator, reflecting their attitude in implementing the policy. Implementers demonstrate commitment through steps such as preparing and socializing SOPs, as well as checking files in detail to minimize errors. For example, MR, an HR Analyst, explained the importance of cooperation between the BKD and the Education Office in ensuring that formations match the needs of teaching staff, which adds to the smoothness of the selection process.

The implementer's proactive efforts are also seen from their innovation in overcoming operational constraints. For example, the BKD uses WhatsApp groups to provide real-time information to applicants, thereby reducing errors during selection. However, challenges

remain, such as delays in the verification process at the Regional BKN which affect the speed of NI PPPK proposals. This shows that coordination between agencies still needs to be improved. The dedication of implementers can be seen from their efforts to face heavy work pressure with limited resources (Winarsih & Ismail, 2024). NAA, Procurement Sub-Division, revealed that the BKD team often has to process hundreds of files in a short time, even by working overtime. However, challenges come not only from implementers but also from applicants, who often make mistakes such as uploading inappropriate documents or neglecting to meet exam requirements. Overall, the implementation of the PPPK teacher procurement policy in Gorontalo Province shows positive results from the implementer's side, with a good level of understanding and behavior. However, for more optimal results, there needs to be increased coordination between agencies and active participation from applicants in complying with the rules. This is the key to the success of implementing a more effective and efficient policy (Juwandi, 2020).

Smooth Routine

The implementation of the policy for the procurement of Government Employees with Work Agreements (PPPK) for teachers in Gorontalo Province includes three main indicators: the number of actors involved, clarity of objectives, and program development. The number of actors contributing to this policy includes employees of the Regional Civil Service Agency (BKD) and State Civil Apparatus (ASN) in SMA, SMK, and SLB environments. Data from the SimASN Application shows that of the total 6,246 ASN in Gorontalo, 1,223 of them are PPPK teachers, spread across various levels of education.

The implementation process at BKD is managed by five employees who handle tasks such as proposing PPPK master numbers, data verification, and printing decrees. Although the number of employees is limited, the policy is still implemented well thanks to their high dedication, including working overtime to meet targets. However, the high volume of applicants each year is a major challenge that requires more systematic handling so that the process runs more efficiently. The second indicator, clarity of policy objectives, is regulated in Government Regulation Number 49 of 2018 concerning PPPK Management. The main objective of this policy is to meet the need for quality educators, especially in remote areas. In addition, this policy aims to improve the quality of education and the distribution of educators in Gorontalo Province, providing clear guidance to implementers to implement the policy effectively. Although the objectives of the policy have been well formulated, its implementation faces obstacles, such as errors in proposing the need for educators. This causes a mismatch between teacher placement and school needs, which has an impact on the quality of education. Improvements in the early stages of proposing needs are needed so that policy objectives can be achieved optimally. This policy also aims to provide clarity of status for non-ASN workers who have served for a long time. Honorary workers are given the opportunity to be appointed as PPPK with a clearer and more recognized status.

However, the problem of teacher placement that does not match needs is still a major obstacle in the implementation of this policy. Even so, the dedication of the implementing actors remains high in dealing with various obstacles. Overall, the implementation of the PPPK teacher procurement policy in Gorontalo Province shows positive progress. Cooperation between actors, clarity of objectives, and dedication of implementers are the main factors for the success of this policy. However, several technical challenges, such as errors in proposing needs and inappropriate placements, require continuous improvement. With these steps, the

policy is expected to contribute significantly to improving the equality and quality of education in Gorontalo.

Desired Performance and Impact (benefits)

The success of the implementation of the Government Employee with Work Agreement (PPPK) teacher procurement policy in Gorontalo Province is measured through the performance of the implementer and the resulting impact. The performance of the implementer reflects the ability of the related parties to implement the policy effectively, while the impact includes the real benefits felt by the recipients of the policy. These two indicators are benchmarks for assessing the extent to which the policy has achieved its objectives and provided benefits to the community.

Based on interviews, the Regional Civil Service Agency (BKD) of Gorontalo Province was considered very good by prospective PPPK teachers. For example, JIL, a Broadcasting teacher at SMK Negeri 1 Gorontalo, highlighted BKD's transparency in the selection process, such as providing information on schedules, exam criteria, and online discussion forums. This shows BKD's commitment to providing maximum service and ensuring smooth selection for prospective PPPK. A similar view was also expressed by IL, a Physical Education teacher at SMA Negeri 3 Gorontalo, who appreciated BKD's clear guidance during the 2023 selection process. According to him, BKD has succeeded in creating an effective and responsive system in supporting the needs of prospective PPPK. However, although the performance of the implementers is considered positive, the impact of the PPPK procurement policy has not fully met its main objective, namely filling teacher vacancies in all schools and improving the quality of education. One of the main obstacles in implementing this policy is the use of inaccurate teacher needs data.

MR, Sub-Coordinator for Procurement at BKD, explained that the data used in the procurement process was out of date, resulting in teacher distribution that did not match needs. As a result, several schools experienced a shortage or excess of teachers, which had an impact on the equal distribution of education quality, especially in remote areas that needed more teachers. Nevertheless, this policy provides important benefits, such as increasing the status of honorary teachers to PPPK, which provides clarity and job security. In addition, strict selection encourages increased competence and professionalism of educators, resulting in teachers with better quality. This shows that the PPPK procurement policy has a positive impact even though it is not yet optimal.

From this analysis, it can be concluded that although the performance of the implementers of the PPPK procurement policy in Gorontalo Province is very good, the impact of the policy has not fully achieved the desired target. A comprehensive evaluation of the planning and implementation is needed, especially in collecting more accurate teacher needs data. With these improvements, this policy is expected to provide greater and more equitable benefits to the world of education in Gorontalo Province.

Conclusion

The level of compliance with regulations in the implementation of the PPPK Teacher procurement policy in the Gorontalo Provincial Government environment generally shows positive results. The implementer's deep understanding of the objectives and technicalities of the policy, as well as their proactive behavior, have been key factors in ensuring smooth implementation. However, this success still faces obstacles, including the lack of awareness of applicants in complying with applicable regulations. For more optimal results, increased

coordination between agencies and active participation from all parties in complying with established policies are needed.

The implementation of the PPPK teacher procurement policy in Gorontalo Province went well, marked by solid cooperation between various actors, clarity of policy objectives, and high dedication from the implementers. This policy aims to meet the needs of quality educators and provide clarity of status for honorary workers. However, the results obtained at the end of the stage did not show success, but instead showed a mismatch in teacher placement.

The successful implementation of the PPPK Teacher procurement policy in Gorontalo Province shows good implementation performance, with maximum transparency and service from the BKD, so that the selection process runs effectively and supports PPPK candidates. However, the impact of this policy has not fully achieved the target, especially related to the distribution of teachers that does not match the needs due to inaccurate data. Although this policy provides benefits such as improving the status and professionalism of honorary teachers, shortcomings in planning and implementation still hinder the achievement of educational equality. A comprehensive evaluation is needed to ensure that the benefits of the policy can be felt optimally.

Suggestion

The Regional Personnel Agency can strengthen socialization to applicants about the rules and documents that must be met, thereby minimizing administrative errors. In addition, improving coordination with the Regional BKN is needed to accelerate the process of data verification and proposal of PPPK Main Numbers.

To improve the smoothness of routines in implementing the PPPK teacher procurement policy, the Gorontalo Provincial Government can consider adding human resources at the BKD to offset the high volume of applicants. Continuous improvement efforts are needed, including improving relations with the Education Office in the process of proposing the need for teaching staff and adjusting teacher placements according to needs.

To improve the impact of the PPPK Teacher procurement policy in Gorontalo Province, a comprehensive evaluation of all stages of planning and implementation needs to be carried out. This effort can include periodic data updates and validation to ensure teacher distribution that is more in line with needs. In addition, coordination between BKD and related agencies needs to be improved to improve the selection and placement process. Providing training that supports technical capabilities and professionalism of implementers is also important to maintain the quality of implementation.

References

- Aneta, A. (2010). Implementasi Kebijakan Program Penanggulangan Kemiskinan Perkotaan (P2KP) Di Kota Gorontalo. *Jurnal Administrasi Publik*, 1(1), 54–65.
- Asipi, L. S., Rosalina, U., & Nopiyadi, D. (2022). The analysis of reading habits using Miles and Huberman interactive model to empower students' literacy at IPB Cirebon. *International Journal of Education and Humanities*, 2(3), 117-125. <https://doi.org/10.58557/ijeh.v2i3.98>
- Destiana, R. (2023). Kepemimpinan dan Pengembangan Sumber Daya Manusia Sektor Publik. *Dialogue: Jurnal Ilmu Administrasi Publik*, 5(1). <https://doi.org/10.14710/dialogue.v5i1.15762>

- Fadhylah, K. A. N. (2020). *Implementasi Program Contraceptive for Women at Risk (Contra War) Di Kabupaten Malang* (Doctoral dissertation, Universitas Airlangga).
- Princes, Z. H. (2010). Pentingnya profesi wirausaha di Indonesia. *Jurnal ekonomi dan pendidikan*, 7(1). <https://doi.org/10.21831/jep.v7i1.576>
- Henuk-Kacaribu, A. (2020). *Pengantar Ilmu Administrasi*. Yogyakarta: Penerbit Andi.
- Juwandi, R. (2020). Penguatan pendidikan pancasila dan kewarganegaraan berbasis pembelajaran daring di era digital 4.0. In *Prosiding Seminar Nasional Pendidikan FKIP* (Vol. 3, No. 1, pp. 448-451).
- Keban, Y. T. (2022). *Enam Dimensi Strategis Administrasi Publik: Konsep, Teori dan Isu*. Yogyakarta: Gava Media.
- Marto, L. S., Mayseni, B., Mawaddah, M., Franchika, T. M., & Muslim, M. (2023). Implementasi kebijakan pengangkatan tenaga guru honorer menjadi pegawai pemerintah dengan perjanjian kerja (pppk) di kota Palembang. *Jurnal Ilmu Sosial, Manajemen, Akuntansi dan Bisnis*, 4(4), 197-217. <https://doi.org/10.47747/jismab.v4i4.1671>
- Nasution, A. F. (2023). *Metode Penelitian Kualitatif*. Bandung: CV. Harfa Kreatif.
- Normajatun, N., Fibriyanita, F., & Hamdie, A. N. (2022). Implementasi Kebijakan Pembangunan Zona Integritas di Kantor Badan Pertanahan Nasional Kota Banjarmasin. *As-Siyasah: Jurnal Ilmu Sosial Dan Ilmu Politik*, 7(2), 89-99. <http://dx.doi.org/10.31602/as.v7i2.6222>
- Saat, S., & Mania, S. (2020). *Pengantar Metodologi Penelitian: Panduan Bagi Peneliti Pemula*. Gowa: Pusaka Almaida.
- Subarsono, A. G. (2012). *Analisis Kebijakan Publik: Konsep, Teori dan Aplikasi*. Yogyakarta: Pustaka Pelajar.
- Sudrajat, Y. (2024). Analisis reformasi tata kelola administrasi pemerintahan (studi kasus provinsi Jawa Barat). *Ekonomis: Journal of Economics and Business*, 8(2), 1954-1965. <http://dx.doi.org/10.33087/ekonomis.v8i2.2169>
- Winarsih, N., & Ismail, A. (2024). Strategi Pemberdayaan Komunitas: Edukasi Pencegahan Pernikahan Anak Melalui Pendekatan ABCD. *Dedikasi: Jurnal Pengabdian Masyarakat*, 6(2), 161-180. <https://doi.org/10.32332/y6epws31>