

**Original Research Article**

## Implementation of the Policy Procurement of Government Employees with Work Agreements

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**Abstract:** This study examines the implementation of the policy on the procurement of Government Employee Teachers with Work Agreements (PPPK) at the elementary and junior high school levels in East Flores Regency, in accordance with PermenPANRB Number 14 of 2023. This policy aims to meet the need for teachers in a sustainable manner through a selection mechanism that is transparent, accountable, and in accordance with national standards. The research uses a descriptive, qualitative approach, drawing on the Van Meter and Van Horn policy implementation model. Data were obtained through interviews, observations, and document analysis. The results show that the policy implementation has followed national procedures, but its effectiveness is not yet optimal. Supporting factors include regulatory clarity, local government support, and increased participation of honorary teachers. The main obstacles identified were limited positions, insufficient digital infrastructure readiness, suboptimal inter-agency coordination, applicants' limited understanding of computer use and assessment mechanisms, and the islands' geographical factors, which hindered access to information and the timely submission of documents. This study concludes that the implementation of the PPPK teacher recruitment policy in East Flores Regency is progressing well. However, improvements are needed, especially in coordination, technical capacity, the provision of positions based on real needs, and the strengthening of policy communication. These recommendations are expected to improve the effectiveness of PPPK recruitment in the next recruitment period.

**Keywords:** PPPK Teachers, Policy Implementation, Employee Procurement, East Flores.

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### 1. INTRODUCTION

Teachers are the main pillars of nation-building. Behind their dedication and devotion lies the reality that teachers also have lives to live. If their lives are fulfilling, teachers can focus on fulfilling their duties and responsibilities. Education plays an important role in advancing human civilization because it gives people the opportunity to develop their potential, improve their quality of life, and contribute to the country's and nation's progress. This is especially true for authorities such as the government, which can advance and support education, especially for educators.

To address the issue of honorary employees, which has been a subject of debate among the public, Law No. 25 of 2014 on the State Civil Apparatus introduced a new form of government employee that is also part of the State Civil Apparatus, besides Civil

Servants (PNS), namely Government Employees with Work Agreements (PPPK). PPPK are government employees appointed under a work agreement for a specific period to fill certain positions.

The implementation of the PPPK recruitment policy for functional teacher positions in East Flores Regency involves actors and stages, from needs planning and determination of the formation to selection, implementation, and appointment and placement. In practice, implementing this policy is inseparable from various dynamics and challenges, such as limited resources, coordination, understanding of regulatory implementation, and public responses to affirmative policies and the selection system.

Based on the above explanation, the objectives of this study are to describe and analyze the

implementation of the policy on the procurement of Government Employees with Work Agreements for Functional Teachers in Elementary and Junior High Schools in East Flores Regency, based on PermenPANRB Number 14 of 2023 concerning the Procurement of Government Employees with Work Agreements for Functional Personnel. To describe and explain the supporting and inhibiting factors in the implementation of the procurement of government employees with work agreements for functional teachers in elementary and junior high schools in East Flores Regency, based on PermenPANRB Number 14 of 2023 concerning the procurement of government employees with work agreements for functional personnel.

This research is expected to contribute to the development of public administration studies, particularly in the implementation of state policies for the recruitment of government employees with work agreements (PPPK). For local governments, it provides input for improving policies on the recruitment of government employees with work agreements in the future. For educational institutions, it serves as evaluation material in planning more targeted teacher needs. For other researchers, it serves as a reference for similar researchers in the field of public policy implementation.

## 2. LITERATURE REVIEW

Implementation can be linked to a regulation or policy that is oriented towards the interests of many people. A policy is beneficial if it has been implemented. Implementation is an important activity in the overall planning process for regulations or policies. Oktasari (2015) states that the term "implementation" derives from the English word "to implement," which means "to put into effect." Jones' theory (Mulyadi, 2015) states that implementation refers to those activities directed toward putting a program into effect, while according to Horn and Meter, it refers to those actions by public and private individuals that are achievements or objectives outlined in prior policy." Thus, implementation is an action taken after a policy has been established. Implementation is the means by which a policy achieves its objectives.

Ratri (2014) states that public policy implementation is an action carried out by individuals, government, and private groups to achieve the objectives set out in a previous policy decision. This means that the implementation process will not begin before the law or regulation is enacted and funds are provided to finance it. On the other hand, policy implementation is a complex phenomenon that can be understood as a process, an output, or a result. Mulyadi (2015) states that implementation refers to actions taken to achieve the objectives set out in a decision. These actions seek to translate the decision into operational patterns and strive to achieve major or minor changes as previously decided.

Implementation is an effort to understand what should happen after the program is implemented. Public policy implementation is one of the actions taken to achieve objectives planned for decision-making. Public policy implementation is an important stage in the comprehensive realization of public policy. Winarno (2007) views policy implementation broadly as a stage of the policy process immediately after the enactment of a law. Implementation is broadly understood as the enforcement of a law, in which various actors, organizations, procedures, and techniques work together to carry out the policy and achieve its objectives.

Good governance is good government administration that emphasizes transparency, accountability, participation, the rule of law, effectiveness, and fairness. The World Bank (1992) defines good governance as sound and responsible management of development in accordance with democracy and the rule of law. LAN (2000) defines good governance as government administration that involves harmonious interaction between the state, the private sector, and civil society. Sedarmayanti (2012) states that the main principles of good governance include transparency, accountability, and participation, which serve as the foundation for bureaucratic reform in Indonesia.

The merit system is a management system in the State Civil Apparatus (ASN) that bases recruitment, placement, promotion, and career development on competence, qualifications, and performance. This means that every decision in ASN management (civil servants and PPPK) is not based solely on factors such as proximity, politics, nepotism, or seniority, but instead on ability and work performance.

Functional teacher positions are positions assigned to educators who carry out teaching and learning activities, educate, train, assess, and evaluate students. Functional teaching staff hold functional positions that carry the duties, responsibilities, authority, and rights of a civil servant or PPPK within an organization that implements them, based on expertise and specific abilities, in accordance with the skills stipulated in Law Number 5 of 2014 concerning ASN.

## 3. RESEARCH METHOD

### 3.1 Research Approach

The research method chosen for this study is a descriptive, qualitative approach. Irwanan (2003:60) Descriptive method is research that aims to describe or explain something as it is.

### 3.2 Scope of Research

The scope of this research is the implementation of the policy on the recruitment of PPPK functional teachers in East Flores Regency, along with the supporting and inhibiting factors in its management.

### 3.3 Research Location

This research is located in East Flores Regency, East Nusa Tenggara Province, with the research subjects being policy implementing officials (BKPSD, Education Office), school principals, formation recipients, and PPPK teachers who have passed the selection process.

### 3.4 Research Focus

This research focuses on the implementation of the PPPK teacher recruitment policy in East Flores Regency, based on the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 14 of 2023 concerning the Procurement of Government Employees with Work Agreements for Functional Positions as PPPK Teachers in East Flores Regency.

### 3.5 Type and Source of Data

The research uses questionnaires or interviews for data collection, so the data source is called respondents, namely, people who respond to or answer the researcher's questions, whether written or oral. In this study, the researcher used both primary and secondary data.

### 3.6 Data Collection Techniques

Data collection will be conducted using several techniques, namely interviews, observation, and documentation.

### 3.7 Data Analysis Techniques

The collected data will be analyzed using thematic analysis, in which the researcher will identify the main themes emerging from the interviews, observations, and documentation. The steps in analyzing the data include data reduction, coding, data presentation, and concluding.

## 4. RESULTS & DISCUSSION

### 4.1 Results

Analysis of research results is a process for identifying and answering questions within the scope of the research. In implementing the PPPK teacher recruitment policy in East Flores Regency, the researcher used the Van Meter and Van Horn approach. This model explains that policy performance is influenced by several related variables, namely: policy standards and objectives/policy measures and goals; resources; communication between implementing organizations; characteristics of implementing organizations; social, economic, and political environments; and the dispositions or attitudes of the implementers.

Policies must have clearly defined objectives, as they are in the public interest. The people have granted the government power, so it must carry out activities in line with the people's aspirations and for the people's benefit. These activities are carried out through policy-making and the implementation of policy decisions. Clear and detailed policies are easy to implement

because the implementers understand them and translate them into concrete actions. Conversely, if the policy is unclear, there is the potential for distortion in its implementation.

The implementation of the PPPK teacher recruitment policy in East Flores Regency, where the attitudes of the implementers, starting from the Regent of East Flores, the head of BKPSDM, and the Head of the Education Office as policy implementers in this region, must be in accordance with the objectives of the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 14 of 2023 concerning the Recruitment of Government Employees with Work Agreements for Functional positions. In this case, Flores Timur Regency has recruited functional teachers, and the civil service supervisory officials have appointed some temporary employees (teachers) as government employees with work agreements (PPPK) after they passed the selection process.

From the informant's statement above, the decisive factor behind the implementation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 14 of 2023 concerning the recruitment of government employees with work agreements for functional positions is that the condition of honorary teachers must be taken into account, especially in East Flores Regency, where many schools and teachers have served for years but have not received welfare benefits, which will have an impact on improving the quality of education in East Flores Regency. Temporary teachers who have passed the functional teacher selection agree with the government's opinion supporting the PPPK procurement policy for these functional positions.

The goal of this policy is to reduce the large number of honorary teachers, so that they can fill vacancies in schools that are short of teachers, teach like teachers with civil servant (PNS) status, and meet their daily needs. In addition to being honorary teachers, they also have side jobs due to unmet needs. The success or failure of implementing the PPPK functional teacher recruitment policy in East Flores Regency depends heavily on the availability of resources (human, financial, physical, and technological) and on system capabilities.

These factors are the reason why the policy on the procurement of PPPK functional teachers in East Flores Regency has not been adequately implemented. This aligns with what government officials stated. Indeed, at the beginning of the implementation of this procurement, we experienced a shortage of resources, both in terms of financial resources, time, physical resources, technological capabilities, and systems, which require special skills to run this program, such as the ability to master information systems and technology,

such as computers. Good communication requires establishing and developing effective communication channels.

The better the communication channels are developed, the higher the probability that orders will be relayed accurately. Communication greatly influences the acceptance of policies by target groups, so the quality of communication affects their acceptance, which in turn affects the effectiveness of public policy implementation. Good communication leads to exemplary implementation. Communication problems often occur due to misunderstandings caused by the extensive bureaucracy involved in the communication process between the Civil Service and Human Resources Agency and the administration in East Flores Regency in the implementation of the policy on the procurement of functional personnel for government employees with work agreements, which will produce results in accordance with the established plan.

The Regent of East Flores is committed to streamlining the administrative bureaucracy so that everyone can carry out their primary duties effectively. Proper coordination has been carried out and implemented, ensuring that all SKP\_SKPDs in East Flores Regency are adequately supervised and that coordination between SKPDs runs smoothly. Because government duties and services are our shared responsibilities. The concepts described above, when linked to the characteristics of the implementing agencies involved in the procurement of PPPK functional teachers in East Flores Regency, remain far from expectations. This statement is based on comments from several informants and supporting data indicating that the ineffective implementation of this policy is caused by the implementing agencies within each institution, which have the structural bureaucratic competence to handle the recruitment of functional teachers with low moral standards.

The commitment and honesty of the apparatus in implementing the policy are important factors in influencing the disposition or tendencies of the implementing apparatus. This is because the level of commitment and honesty can influence the desire and willingness to implement a policy. This can be seen in the knowledge, understanding, and depth of the policy being implemented, so that officials accept, reject, or remain neutral in its implementation. When the above opinion is linked to the implementation of the policy on the procurement of functional teachers as government employees with work agreements in East Flores Regency, it can be seen that the failure to implement the policy to achieve its objectives was caused by different implementation tendencies, both at the leadership level and among the field policy implementers.

The influence of the social, economic, and political environment on the implementation of the

policy of recruiting functional teachers as government employees with work agreements is an important factor that must be considered. However, according to Van Meter and Van Horn (1975: 471), several factors can have a profound effect on the implementation of the programs of the implementing parties. In East Flores Regency, the government is trying to reorganize and emerge from its slump. The East Flores Regency government responds to various demands, balancing them to become the agenda for government policies across the region's social, economic, and political aspects, which also influence the policy of recruiting functional teachers as government employees with work agreements.

According to Van Meter and Van Horn, an unfavorable social, economic, and political environment can be a source of problems in the failure of policy implementation. Therefore, efforts to implement the procurement of functional teachers as government employees with work agreements must also take into account favorable external conditions and be accompanied by good characteristics of the implementers in their work, who are responsive to the external environment. In addition to external factors, internal factors within the implementing party are also highly influential, given that the political situations and resource bases of each implementing agency differ. From the outside, this influence cannot be seen, but when examined more deeply, it has a significant impact on the success of policy implementation.

#### 4.2 Discussion

This approach enables researchers to systematically understand the degree of policy implementation success and identify the inhibiting and supporting factors that influence the policy implementation process in East Flores Regency. In this case, the government, through Minister of State Apparatus Empowerment and Bureaucratic Reform Number 14 of 2023, has established comprehensive standards for the procedures for recruiting PPPK teachers, from needs planning, announcements, administrative selection, competency selection, placement, and appointment. These standards aim to ensure that the recruitment process is objective, transparent, and capable of filling teacher shortages throughout Indonesia, including in East Flores Regency.

The standards and policy objectives are clear, but they only apply to teachers in public schools, so teachers in private schools cannot participate in this selection process. As a result, to meet their daily needs, some teachers in private schools have transferred to public schools to participate in the PPPK test selection process. The planning of formation requirements uses Dapodik data, but the data's validity does not always reflect schools' real needs. Not only that, the Dapodik data is not the same as the data at the National Civil Service Agency (BKN), so not all teachers can

participate in the selection process, and some schools report a shortage and surplus of teachers in subjects such as Indonesian language and mathematics, but the available formations are insufficient.

This indicates a gap between national standards and local realities. As a result, policy implementation is going well on the formal side but faces limitations in adapting to the regional context. The civil service and human resources agency, the leading sector, has only a limited number of employees. The management of PPPK recruitment requires administrative accuracy, a strong understanding of regulations, and the ability to coordinate across sectors. School operators responsible for collecting data on school needs, ranging from students' needs to teaching staff, have varying capacities.

This condition can delay the data collection process and lead to input errors, affecting not only school operators but also some older teachers who rarely use computers as a learning medium. Budget resources are an important factor in the success of an implementation. The budget for PPPK recruitment is mainly covered by the central government (20% of the state budget/regional budget). Local governments only finance supporting activities such as data verification, socialization, and assistance. However, budget constraints can prevent some activities from being carried out in their entirety, leaving limited resources to cover all needs, especially in remote villages.

Communication channels such as WhatsApp groups are also constructive. However, literacy among those participating in the selection process is not well utilized due to various activities, so they tend to rely more on word of mouth, which leads to a lack of thoroughness in preparing the requirements, such as in the case of insufficient stamps, where only 2 of the 3 required data are provided, and often overlooking small details that can unknowingly cause failure in the selection process. Communication barriers directly affect the effectiveness of policy implementation. A top-down communication pattern without a feedback mechanism leads to inconsistent implementation at lower levels.

The attitude and disposition of the implementers generally support the policy's implementation. However, administrative pressure and limited resources mean this commitment has not yet led to fully effective implementation, as implementers cannot enforce it when they cannot gauge individuals' readiness.

Honorary teachers in East Flores Regency come from different and diverse socioeconomic backgrounds. Many teachers work for low honoraria, so the costs of paperwork, such as letters and stamps, as well as transportation to get to the selection stage and to the test location, are pretty high if the teacher lives on the island

of Seberang, making this a considerable burden. The literacy rate and computer skills of teachers in remote areas are still low, and many rely on school operators or paid parties to register through the SSCASN portal, which affects their readiness to participate in this computer-based selection process.

The geographical conditions in East Flores Regency, including islands and hilly areas, significantly affect participants' accessibility and the effectiveness of this policy. Teachers from the East Solor, Adonara, Titehena, and Lewotobi villages face challenges with travel and poor internet connectivity. Social, economic, and geographical conditions are strongly correlated with the quality of this policy's implementation, especially in 3T areas such as East Flores Regency. These external factors are not only technical obstacles but also structural barriers that require affirmative policies from the central and regional governments. However, even though these affirmative policies have been implemented, they still pose problems for teachers in East Flores Regency, as husbands and wives are separated by different workplaces, leading to infidelity among teachers.

Based on the analysis of the above variables, several conclusions can be drawn. The implementation of the policy has followed the provisions of PermenPAN-RB Number 14 of 2023 concerning the procurement of government employees with work agreements, but it has not been optimal. The main obstacles include limited resources, difficult geographical access, data inconsistency, and ineffective communication between agencies. External factors, such as socioeconomic conditions and teachers' lack of digital literacy, will significantly impact the success of the selection process. Local governments have shown a high level of commitment, but technical and budgetary constraints are structural obstacles. Improvement efforts must continue to focus on coordination, infrastructure strengthening, and a more concerted affirmative approach for remote areas.

## 5. CONCLUSION

The conclusions of the above analysis are as follows: The implementation of the PPPK teacher recruitment policy in East Flores Regency has been carried out in accordance with the provisions of laws and regulations, particularly Law Number 5 of 2014 concerning State Civil Apparatus and Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 14 of 2023. All stages of recruitment, from planning requirements and determining formations to registration, selection, and appointment, have been carried out by the local government. During implementation, various obstacles were identified that prevented the policy from fully achieving its primary objectives, namely fulfilling teacher requirements in an equitable, professional, and fair manner, especially at the primary and junior high school levels in East Flores Regency.

Normatively, the PPPK Teacher recruitment policy is designed to apply the merit system principle through objective, transparent, and accountable selection. However, in practice, there are still problems such as the mismatch between schools' real needs and the established formation, the high number of applicants who fail at the administrative stage, and the limited formation quota compared to the number of honorary teachers who have long served. This situation shows a gap between the policy objectives and the results of its implementation at the regional level. Factors supporting the implementation of the PPPK teacher recruitment policy in East Flores Regency include a clear, strong legal basis as a guideline for its implementation. The local government's commitment to implementing the PPPK recruitment policy to resolve the issue of honorary teachers. The enthusiasm and motivation of honorary teachers to participate in the PPPK selection as a means of obtaining certainty of status and improving welfare. Support for a relatively transparent and standardized technology-based national selection system.

Several factors hinder the implementation of the PPPK teacher recruitment policy: limited local budgets, which affect the number of PPPK teacher positions that can be proposed and realized. Lack of comprehensive socialization and understanding regarding administrative requirements and PPPK recruitment mechanisms, both at the implementer and applicant levels. The geographical conditions of East Flores Regency, as an archipelagic region, make it challenging to distribute teachers and access information. Limited human resources to implement policies, particularly in terms of planning needs and managing personnel administration. High social expectations of honorary teachers that existing policies cannot fully accommodate.

The central government is advised to: Provide flexibility in PPPK teacher recruitment policies for regions with special characteristics, such as archipelagic and remote areas. Improve the mechanism for determining which formations to be more responsive to the region's real needs. Improve the quality and reach of PPPK recruitment policy dissemination in a sustainable manner using language that is easy to understand. Develop teacher requirement plans based on real data from educational units, especially at the elementary and junior high school levels. Strengthen coordination between the Education Office, BKPSDM, and educational units in every stage of PPPK teacher recruitment. Optimize the use of information technology to disseminate information and provide administrative assistance to prospective applicants. Gradually reorganize and redistribute teachers to reduce regional disparities.

Teachers and educational units are advised to: Improve administrative order and document readiness from the beginning of the PPPK procurement process. Actively participate in socialization and updates on

information related to the PPPK teacher procurement policy. Continue to improve competence and professionalism as part of implementing the merit system. Further research is recommended to examine the implementation of PPPK teacher recruitment policies comparatively between regions. Develop research using quantitative or mixed methods to enrich empirical findings.

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