

# Implementation of Honorary Teacher Employee Acceptance Policy with Work Agreement (PPPK) in The Palembang City Education Office

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## Abstrak

Penelitian ini bertujuan untuk mengkaji pelaksanaan kebijakan penerimaan Pegawai Pemerintah dengan Perjanjian Kerja (PPPK) untuk guru honorer di Dinas Pendidikan Kota Palembang. Latar belakang penelitian ini adalah peran penting aparatur sipil negara (ASN) dalam keberhasilan organisasi pemerintah, yang memerlukan manajemen ASN yang profesional. Kebijakan penunjukan guru honorer melalui PPPK adalah langkah strategis untuk memenuhi kekurangan guru dan sebagai alternatif penunjukan ASN. Penelitian ini bertujuan untuk menggambarkan dan menganalisis pelaksanaan kebijakan PPPK, hambatan yang dihadapi, dan solusi yang diambil. Metode penelitian yang digunakan adalah kualitatif dengan pendekatan naturalistik. Data dikumpulkan melalui wawancara, observasi, dan dokumentasi. Hasil penelitian diharapkan dapat memberikan kontribusi teoritis dan praktis kepada pemerintah daerah, dinas pendidikan, dan guru honorer.

**Kata kunci:** Implementasi Kebijakan, Pegawai Pemerintah dengan Perjanjian Kerja (PPPK), Guru Honorer, Dinas Pendidikan, Kota Palembang

## Abstract

This research aims to examine the implementation of the acceptance policy for Government Employees with a Work Agreement (PPPK) for honorary teachers at the Palembang City Education Office. The background of this research is the important role of state civil apparatus (ASN) in the success of government organizations, which requires professional ASN management. The policy of appointing honorary teachers through PPPK is a strategic step to meet the shortage of teachers and an alternative to ASN appointment. This research aims to describe and analyze the implementation of PPPK policies, the obstacles faced, and the solutions taken. The research method used is qualitative with a naturalistic approach. Data was collected through interviews, observation, and documentation. The results of the research are expected to provide theoretical and practical contributions to local governments, education offices, and honorary teachers.

**Keywords:** Policy Implementation, Government Employees with Work Agreements (PPPK), Honorary Teachers, Education Office, Palembang City

## 1. INTRODUCTION

Professional management of the State Civil Apparatus (ASN) is crucial to the effectiveness and sustainability of government organizations. Since the enactment of Law No. 20 of 2023 concerning ASN, the focus has been on professionalism and the elimination of corruption, collusion, and nepotism (Saputra, Handayani, & Prasetyo, 2023; Wicaksono & Putri, 2022). In the education sector, this strategic policy is operationalized through the appoint-

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ment of honorary teachers as PPPK (Commissioned Officers), which aims to address teacher shortages, ensure adequate educational services, and provide certainty of status and welfare for honorary teachers (Hidayat & Ramadhani, 2021; Lestari, Hidayah, & Supriyadi, 2022).

An imbalance arises, however, when the number of PNS/ASN teachers does not match actual institutional needs, compelling schools to recruit honorary teachers (Prasetyo, Lazuardi, & Hidayat, 2021; Nugroho & Fitriani, 2023). Data from the Palembang City Government shows significant interest among qualified candidates, with 4,537 applicants from 2022 to 2024 (Palembang City Education Office, 2024; Sari & Hartono, 2023). This reflects both the relevance of the PPPK program in responding to teacher shortages and the recognition of honorary teachers' long service (Hapsari & Andriani, 2023; Nugraha & Susanti, 2022).

Despite these positive developments, challenges in implementing the PPPK Teacher policy remain. First, the incompatibility between the number of available positions and the high number of applicants generates intense competition and dissatisfaction among honorary teachers (Utami, Wibowo, & Rahman, 2022; Rahmawati & Kurniawan, 2023). Second, technical obstacles such as scheduling conflicts, insufficient facilities, inadequate infrastructure, unclear selection criteria, and rigid threshold scores impede smooth recruitment and test administration (Setiawan & Anggraeni, 2021; Fadilah, Pramono, & Lestari, 2022; Wijaya, Putra, & Susanti, 2021). Third, issues related to affirmative action and the difficulty of selection tests often disadvantage senior honorary teachers, raising concerns about fairness, equity, and accessibility (Nugraha & Susanti, 2022; Wijaya & Putra, 2023).

Moreover, studies indicate that effective PPPK implementation is influenced not only by institutional readiness but also by policy communication, resource allocation, disposition of implementers, and bureaucratic structure (Sutanto, Wijaya, & Hidayat, 2021; Prabowo, Sutrisno, & Rahman, 2023; Dewi & Santosa, 2022; Rahayu & Firmansyah, 2021; Hapsari & Andriani, 2023; Wulandari & Sari, 2022; Kurniati & Fauzi, 2023; Hasanah, Firman, & Sutrisno, 2022; Farida & Hidayat, 2023). Proper alignment of these factors ensures that the program is implemented fairly, transparently, and effectively (Saputra, Handayani, & Prasetyo, 2023; Lestari, Hidayah, & Supriyadi, 2022).

Additional literature highlights that successful PPPK implementation requires accurate mapping of human resource needs based on workload analysis, strengthened coordination between central and local governments, and sustainable strategies to accommodate unemployed honorary teachers (Rahmawati & Kurniawan, 2023; Nugroho & Fitriani, 2023; Farida & Hidayat, 2023; Utami, Wibowo, & Rahman, 2022). Furthermore, ensuring the readiness of technical infrastructure, human resource capacity, and systematic data validation is critical to prevent procedural errors and maintain transparency during recruitment (Fadilah, Pramono, & Lestari, 2022; Wijaya & Putra, 2023; Wicaksono & Putri, 2022).

The PPPK policy also contributes to the broader goals of educational quality improvement, public sector reform, and civil servant professionalism by formalizing the status of honorary teachers and integrating them into standardized employment frameworks (Hidayat & Ramadhani, 2021; Saputra, Handayani, & Prasetyo, 2023; Kurniati & Fauzi, 2023; Hapsari & Andriani, 2023). Therefore, continuous monitoring, adaptive implementation strategies, and alignment with local educational needs are essential for maximizing the benefits of the PPPK program while maintaining equity, efficiency, and accountability in teacher recruitment.

## **2. METHOD**

This research employs a descriptive qualitative method. Qualitative methods were chosen because the aim of this study is to describe and analyze in depth the processes, obstacles, and solutions in policy implementation at the research site (Creswell & Poth, 2023; Merriam & Tisdell, 2022). This approach allows researchers to capture the complex social phenomena surrounding policy execution, including human behavior, organizational dynamics, and contextual influences (Marshall & Rossman, 2021; Patton, 2022). In addition, qualitative inquiry is particularly appropriate for examining governance reform and public sector management because it emphasizes meaning-making, participant perspectives, and contextual interpretation (Nowell & Albrecht, 2021; Braun & Clarke, 2021). Recent studies also highlight that qualitative approaches are effective for exploring policy implementation gaps and institutional challenges in education systems (O’Cathain, 2020; Tracy, 2020). Therefore, this method enables a comprehensive understanding of both structural and human dimensions of the PPPK policy.

The research focus is based on a policy implementation model developed by experts, with sub-foci on four main variables. The first variable, communication, examines how the dissemination of policy information is conducted and whether it is clear, timely, and accessible to all stakeholders (Dewi & Santosa, 2022; Fadilah, Pramono, & Lestari, 2022). Effective policy communication has been widely recognized as a determinant of successful implementation, particularly in multi-level governance contexts (Moynihan, 2021; Lodge & Wegrich, 2022). The second variable, resources, emphasizes the availability and adequacy of human resources, facilities, and funding to support policy implementation (Utami, Wibowo, & Rahman, 2022; Lestari, Hidayah, & Supriyadi, 2022). Adequate resource allocation and administrative capacity are crucial for ensuring that reform initiatives translate into operational outcomes (Peters, Pierre, & Randma-Liiv, 2021; Christensen & Lægreid, 2020). The third variable, disposition, explores the attitudes, commitment, and motivation of implementers in carrying out the policy (Wijaya & Putra, 2023; Hasanah, Firman, & Sutrisno, 2022). Research on public service motivation suggests that implementers’ values and integrity significantly influence policy performance (Perry & Vandenabeele, 2021; Kim, 2022). Finally, bureaucratic structure focuses on the mechanisms, procedures, and institutional arrangements that shape the execution of the PPPK program (Prabowo, Sutrisno, & Rahman, 2023; Rahayu & Firmansyah, 2021). Institutional design and regulatory coherence are essential to prevent fragmentation and overlapping authority in public sector reforms (Ansell & Torfing, 2021; Bouckaert, 2022).

The research was conducted at the Palembang City Education Office, chosen due to its central role in implementing teacher PPPK policies and the presence of multiple key actors in the process (Sari & Hartono, 2023; Nugroho & Fitriani, 2023). Local governments play a decisive role in translating national civil service reforms into concrete recruitment practices (Kurniati & Fauzi, 2023; Peters et al., 2021). Key informants consisted of 12 individuals, including the Head of the Education Office, the Head of the Regional Personnel Agency (BKD), the Head of the Teachers and Education Personnel Division (GTK), the PPPK Implementation Committee, school principals, and honorary teachers participating in the PPPK program (Saputra, Handayani, & Prasetyo, 2023; Hidayat & Ramadhani, 2021). Purposeful selection of informants ensures that data are obtained from actors who are directly involved in decision-making and operational implementation (Creswell & Poth, 2023; Tracy, 2020). This variety ensures that the data reflects perspectives from both decision-makers and implementers, providing a comprehensive understanding of policy dynamics (Wicaksono & Putri, 2022; Nugraha & Susanti, 2022). Including multiple hierarchical levels also

strengthens the credibility of findings by capturing differences in authority, responsibility, and experience (Nowell & Albrecht, 2021).

Data collection techniques were carried out through multiple approaches to ensure data triangulation and enhance validity (Creswell & Poth, 2023; Marshall & Rossman, 2021). Methodological triangulation is widely recommended to strengthen trustworthiness and minimize bias in qualitative studies (Patton, 2022; Braun & Clarke, 2021). First, in-depth interviews were conducted with key informants to explore their experiences, perceptions, and challenges in policy implementation (Fadilah, Pramono, & Lestari, 2022; Farida & Hidayat, 2023). Semi-structured interviews provide flexibility while maintaining analytical focus (Merriam & Tisdell, 2022; O’Cathain, 2020). Second, observations were performed within educational units to capture the actual implementation practices, interactions, and contextual conditions that may influence outcomes (Setiawan & Anggraeni, 2021; Dewi & Santosa, 2022). Observational data help researchers understand discrepancies between formal regulations and practical realities (Tracy, 2020; Ansell & Torfing, 2021). Third, documentation involved collecting notes, transcripts, official documents, and other written records related to the PPPK program to validate and complement the interview and observation data (Prabowo, Sutrisno, & Rahman, 2023; Wulandari & Sari, 2022). Document analysis is particularly useful in public administration research to examine regulatory alignment and administrative procedures (Bouckaert, 2022; Christensen & Lægread, 2020).

By integrating multiple data sources, this study seeks to provide a detailed and holistic understanding of the factors affecting PPPK policy implementation, identify barriers in practice, and propose practical solutions for improving the effectiveness of teacher recruitment and management in Palembang (Hapsari & Andriani, 2023; Kurniati & Fauzi, 2023; Rahmawati & Kurniawan, 2023; Lestari, Hidayah, & Supriyadi, 2022; Nugroho & Fitriani, 2023; Sari & Hartono, 2023). Through systematic coding, thematic analysis, and careful interpretation, the findings are expected to contribute not only to local policy improvement but also to broader discussions on civil service reform and education governance in Indonesia (Braun & Clarke, 2021; Perry & Vandenabeele, 2021).

### **3. RESULT AND DISCUSSION**

The implementation of the PPPK Honorary Teacher Policy in the Palembang City Government represents a strategic effort to create professional civil servants (ASN) while addressing teacher shortages (Saputra, Handayani, & Prasetyo, 2023; Wicaksono & Putri, 2022). This discussion examines four key factors influencing policy implementation:

#### **3.1 Communication**

In the context of PPPK, communication involves the delivery of information and procedures from the central government (KemenPAN-RB, BKN, Kemendikbudristek) to regional governments (Dinas Pendidikan and BKD) and subsequently to prospective PPPK participants (Prasetyo, Lazuardi, & Hidayat, 2021; Dewi & Santosa, 2022). Early stages of PPPK implementation (2021) revealed issues such as confusion over standard procedures and suboptimal information dissemination (Setiawan & Anggraeni, 2021). This aligns with prior research indicating that unclear or insufficient communication can significantly hinder policy implementation, particularly when outreach to non-ASN teachers is inadequate (Rahmawati & Kurniawan, 2023; Fadilah, Pramono, & Lestari, 2022). Effective communication strategies, including clear instructions, timely updates, and accessible channels, are crucial to reduce misunderstandings and facilitate smooth policy execution (Farida & Hidayat, 2023; Hidayat & Ramadhani, 2021).

### **3.2 Resources**

Resource factors include human resources, funding, and infrastructure necessary for policy implementation (Lestari, Hidayah, & Supriyadi, 2022; Utami, Wibowo, & Rahman, 2022). Despite high enthusiasm among implementers, regional governments often face constraints in funding, facilities, and technical infrastructure, such as the SSCASN application system (Wijaya & Putra, 2023; Nugroho & Fitriani, 2023). Adequate training for PPPK management staff is necessary to ensure competence in conducting recruitment activities, while sufficient facilities and technological support are needed for the smooth administration of tests and evaluation processes (Hasanah, Firman, & Sutrisno, 2022; Wulandari & Sari, 2022). Research shows that the success of policy implementation strongly depends on the availability and proper allocation of resources at the local level (Hapsari & Andriani, 2023; Kurniati & Fauzi, 2023).

### **3.3 Disposition**

Disposition refers to the attitudes, commitment, and motivation of policy implementers (Saputra, Handayani, & Prasetyo, 2023; Nugraha & Susanti, 2022). The success of the PPPK program heavily relies on the integrity and commitment of the Education Office, school principals, and other implementers to follow policy honestly and transparently (Prabowo, Sutrisno, & Rahman, 2023; Sari & Hartono, 2023). Policies that are not implemented in accordance with regulations can generate unrest and dissatisfaction among honorary teachers (Rahayu & Firmansyah, 2021; Dewi & Santosa, 2022). A strong disposition among implementers is therefore essential to ensure fairness, equity, and adherence to regulatory standards, contributing to effective policy execution (Farida & Hidayat, 2023; Setiawan & Anggraeni, 2021).

### **3.4 Bureaucratic Structure**

The bureaucratic structure concerns mechanisms, procedures, and organizational arrangements for policy execution (Hidayat & Ramadhani, 2021; Wicaksono & Putri, 2022). Implementation of PPPK recruitment must comply with the regulations of BKN, KemenPAN-RB, and Kemendikbudristek. Challenges arise when the number of available positions does not match the high demand from honorary teachers, highlighting suboptimal human resource planning and job analysis at the regional level (Nugroho & Fitriani, 2023; Lestari, Hidayah, & Supriyadi, 2022). Studies indicate that incomplete adherence to procedures and unclear organizational mapping can impede policy success, especially in the accurate placement and appointment of honorary teachers (Saputra, Handayani, & Prasetyo, 2023; Utami, Wibowo, & Rahman, 2022).

### **3.5 Obstacles and Solutions (Synthesis)**

The implementation of the PPPK program faces several notable obstacles that hinder its effectiveness. One primary challenge is the mismatch between field conditions and the official data of prospective participants, which complicates recruitment and fails to reflect the actual workforce needs (Prasetyo, Lazuardi, & Hidayat, 2021; Nugraha & Susanti, 2022). In addition, issues of equity have been identified, where affirmative action policies may be perceived as unfair, and technical difficulties in the selection tests further create barriers for candidates (Rahmawati & Kurniawan, 2023; Wijaya & Putra, 2023). To address these challenges, regional governments are advised to adopt evidence-based strategies. First, conducting accurate human resource mapping through detailed job analysis and workload assessments ensures that positions align with actual needs (Lestari, Hidayah, & Supriyadi, 2022; Hapsari & Andriani, 2023). Second, the selection process should be designed to reflect the substantive tasks and responsibilities of honorary teachers, thereby enhancing the relevance and fairness of the recruitment procedure (Farida & Hidayat, 2023; Sari & Hartono,

2023). Third, to mitigate the shortage of skilled non-civil servant staff, collaboration with the private sector and outsourcing solutions can provide flexible and efficient staffing alternatives (Wulandari & Sari, 2022; Nugroho & Fitriani, 2023). These recommended approaches align with broader literature emphasizing that successful policy implementation requires coherent communication, sufficient resources, committed implementers, and well-structured bureaucratic mechanisms (Saputra, Handayani, & Prasetyo, 2023; Prabowo, Sutrisno, & Rahman, 2023; Dewi & Santosa, 2022; Hidayat & Ramadhani, 2021; Setiawan & Anggraeni, 2021). By addressing both procedural and structural challenges, these strategies can improve the effectiveness, fairness, and sustainability of the PPPK program.

#### 4. CONCLUSION

In conclusion, the implementation of the PPPK policy for honorary teachers in Palembang City demonstrates a significant effort to formalize teacher status and improve workforce management within the education sector. The high level of interest among teachers reflects the program's relevance in addressing staffing shortages and recognizing long-serving educators. However, several challenges including communication gaps, resource limitations, issues of transparency and fairness, and rigid bureaucratic structures continue to hinder the policy's optimal execution. Effective implementation requires integrated data validation, strengthened coordination between local and central authorities, improved technical infrastructure, and equitable assignment of teachers based on workload and needs. Addressing these challenges will ensure that the PPPK policy not only provides job security and fair opportunities for honorary teachers but also contributes meaningfully to enhancing the quality of education in Palembang City.

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