



## IMPLEMENTATION OF GOVERNMENT EMPLOYEE PROCUREMENT POLICIES WITH WORK AGREEMENTS (PPPK) HEALTH WORKERS IN SELUMA DISTRICT AT 2023

Alen Sundari<sup>1</sup>, Nour Farozi Agus<sup>2</sup>, Ardilafiza<sup>3</sup>

<sup>1</sup>) Magister Public Administration, Faculty of Social Science And Political Science, University of Bengkulu

<sup>2</sup>) Magister Public Administration, Faculty of Social Science And Political Science, University of Bengkulu

<sup>3</sup>) Magister Public Administration, Faculty of Social Science And Political Science, University of Bengkulu

### ARTICLE INFORMATION

Received: October 28, 2024

Revised: November 10, 2024

Accepted: November 22, 2024

Available online: December 6, 2024

### KEYWORDS

**Health PPPK, Staff Procurement, Policy Implementation**

### CORRESPONDENCE

**Master of Public Administration**

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### INTRODUCTION

Non-ASN or honorary workers are still an unresolved problem even though the government has made a law regarding ASN. The Ministry of State Apparatus Empowerment and Bureaucratic Reform (PANRB) records around 800 thousand honorary workers spread throughout Indonesia. However, in November 2022 the number of honorees will be 2.4 million honorees. Since the implementation of the moratorium policy on accepting Civil Servant Candidates, each agency has carried out

### ABSTRACT

This journal aims to analyze the Implementation of the Policy for Procurement of Government Employees with Work Agreements (PPPK) for Health Workers in Seluma Regency in 2023, using the theoretical model of policy implementation by Riant Nugroho and Dian Herdiana. The author's qualitative method found that the implementation of the PPPK Procurement Policy for Health Personnel in Seluma Regency was carried out through the following process (i) Socialization, (ii) Implementation, (iii) Evaluation. This policy was created so that non-ASN employees or so-called honorary staff both within the central and regional governments can change their status to become part of ASN employees called PPPK so that they get the same rights and obligations as other employees. Apart from that, this policy also aims to regulate employees who work in the government environment, and increasing professionalism in personnel.

calculations of the number of employees needed per position, redistribution of civil servants and projections of civil servant needs for a period of 5 years. From the results of the calculation of employee needs, there is still a shortage of employees in certain positions, including due to employees entering the retirement age limit and the formation of new organizations.

The need for national civil servants (ASN) in 2022 is 530,028. This number represents a total of 90,690 needs determined for central



agencies and 439,338 for regional agencies. Of the 439,338 needs in the regions, in more detail the 319,716 Government Employees with Teacher Work Agreements (PPPK) were determined from the proposed 328,853. Then, 92,014 PPPK Health Workers from the proposed 94,168, and 27,608 PPPK Technical Personnel from the proposed 92,593.

One of the government's current priorities is the arrangement of non-ASN personnel. Therefore, determining the ASN needs for 2022 is also the government's real commitment to meeting the needs of teachers, health workers and technical personnel nationally. The State Civil Apparatus is divided into two types of civil service based on Law no. 5 of 2014 concerning ASN, namely Civil Servants (PNS) who are appointed as permanent employees by civil service development officials and Government Employees with a Work Agreement (PPPK) in accordance with the needs of the agency. PPPK was born as an answer to the urgent need for qualified and professional human resources whose competencies so far cannot be met by civil servants. PPPKs with professional backgrounds are considered capable of completing work that requires special skills quickly, when the work is completed the PPPK contract can be completed.

Employee recruitment is an important element in the procurement of employees within the central government and regional government. The government is committed to carrying out bureaucratic reform. One of the areas of change in bureaucratic reform is the arrangement of human resource personnel with the hope that in the future, professional ASN will be created. For this reason, a recruitment system is needed that refers to competencies or educational qualifications appropriate to the

field. Now there is no longer any appointment of ASN through discretion, previously it was enough through the authority of the regional head that honorary workers who had worked for a long period of time would be appointed directly to become ASN. However, this will not happen again because currently ASN selection is carried out using a computer assisted test (CAT) based selection system.

The Ministry of State Apparatus Empowerment and Bureaucratic Reform first used the computer assisted test (CAT) method nationally which was implemented by 70 government agencies in 2013. The advantage gained from implementing this CAT system is that it creates transparency because the test results can be known by participants in real time so that no manipulation will occur. Then, the CAT system creates enormous efficiency compared to the test system using computer answer sheets (LJK).

PPPK selection was first carried out in 2019 for honorary K2 educators, health workers and agricultural instructors. In 2021 the government will again open PPPK for honorary teachers, in 2022 and 2023 the government will open PPPK acceptance for teachers, health and technical staff. PPPK acceptance for teacher formation and health is carried out by the Seluma Regency Government. However, not all local governments are proposing PPPK 2023 because there is no budget to carry out PPPK acceptance. In 2023, the PPPK selection for Health Workers will be carried out for the second time in Seluma Regency. It is known that the 2023 PPPK selection stage for Health Workers has been completed, leaving many empty positions and health workers who have passed have resigned..

Based on PANRB ministerial decree No. 546 of 2023 concerning the implementation of



ASN employee needs within the Seluma Regency government for functional health worker positions, there are 385 formations out of the proposed need for functional positions of 388 health worker formations. The implementation of PPPK recruitment for Health Workers in 2023 is guided by PermenpanRB Number 14 of 2023 concerning Procurement of Government Employees with Work Agreements for functional positions, Decree of the Minister for Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 648 of 2023 concerning Selection Mechanisms for Government Employees with Work Agreements for Positions Functionally, Decree of the Minister for Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 652 of the Year 2023 concerning competency selection threshold values and Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 654 of 2023 concerning Requirements for Registration Certificates for applying for health functional positions and guided by State Civil Service Agency Regulation Number 18 of 2020 concerning Technical Instructions for Procurement of Government Employees With a Work Agreement (PPPK).

Therefore, to regulate the need for PPPK for functional positions of health workers based on the Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 648 of 2023 concerning the Selection Mechanism for Government Employees with Work Agreements for Functional Positions, Based on the Decree of the Regent of Seluma number 2023 concerning approval of the formation of health workers So the Seluma

Regency Government has opened vacancies for 385 Health Worker formations, of which 80 are general formations and 305 special formations with a total of 1057 applicants. The people consist of 521 general formation registrants and 536 special formation registrants. The implementation of PPPK recruitment for Health Workers in 2023 is guided by PermenpanRB Number 14 of 2023 concerning the Procurement of Government Employees with Work Agreements for functional positions by having administrative selection and competency selection stages. Administrative selection is a selection of the correctness of documents carried out by the district government agency verification team as long as it complies with applicable rules and regulations, while competency selection is in accordance with the Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 652 of 2023 concerning the threshold value for competency selection which explains that for general formations there is a threshold value, while for special formations there is no threshold value but it is directly through ranking of participants who have been declared to have passed the administration to take part in the computer-based competency selection (CAT).

From the description above, we can overcome the polemic about honorary health workers which has been a protracted problem in Seluma Regency. Even though recruitment for health workers is always carried out at every CPNS recruitment, Seluma Regency still has a shortage in some places, but there are also conditions where there are excess numbers of health workers in other places. This is because the condition of CPNS after serving more than four or five years usually asks to be transferred,



and this system is what is destroying the health worker distribution system in Seluma Regency. So in the future, the Seluma Regency Government seems to prefer recruiting PPPK health workers. Overall, there is still a shortage of health workers in Seluma Regency. PPPK acceptance of health workers is a potential source for non-ASN personnel in Seluma Regency to take part in the PPPK acceptance competency selection.

Based on the data above regarding PPPK acceptance of health workers in Seluma Regency, the author is interested in conducting research regarding "Implementation of the Policy for Procurement of Government Employees with Work Agreements (PPPK) for Health Workers in Seluma Regency in 2023".

## LITERATURE REVIEW

### *Implementation*

Implementation according to the KBBI (Big Indonesian Dictionary) is implementation/application. Meanwhile, the general definition is an action or implementation of a plan that has been prepared carefully and in detail (mature).

Etymologically, the word implementation comes from English, namely "to implement". In Webster's Big Dictionary, to implement means "to provide the means for carrying out" (to provide the means for implementing something); and "to particular effect" (to cause an effect or impact). Something that is implemented to cause an effect or impact can be in the form of laws, regulations, decisions and policies made by government institutions in state life (Abdul, 2015: 115).

Implementation is defined as execution or implementation. Policy implementation is an activity in carrying out or carrying out a policy that has been established. The implementation

of a policy has an important role in the running of government processes and the welfare of society. (Dewi 2022:19)

### *Public Policy Implementation*

Nugroho (2023:728) Policy implementation in principle is a way for a policy to achieve its goals. There is no more and no less to implement public policy, so there are two options, namely implementing it directly in the form of programs or through formulating policies derived from that public policy. Riant Nugroho (2023: 729)

Public policy in the form of a Law or Regional Regulation is a type of public policy that requires an explanatory public policy or what is often termed an implementing regulation. Public policies that can be directly operational include Presidential Decrees, Presidential Instructions, Ministerial Decrees, Regional Head Decrees, Service Head Decrees, and others.

Series of Implementation of Government Employee Procurement Policies with Work Agreements (PPPK) for Health Workers based on quotes from Riant Nugroho (2023:729) as follows:

1. Health Service Problems
2. Health Personnel Needs Policy
3. Program for the Needs of Health Workers who will be appointed as PPPK
4. Convey information about policies to the public, especially prospective health workers who have the potential to apply
5. Carry out the recruitment process in accordance with applicable regulations, including administrative selection and selection
6. Can improve service quality

## RESEARCH METHODS



In this research, the author will use descriptive qualitative research methods. Where the author will describe the problems encountered in implementing the Government Employee Procurement program with Health Work Agreements (PPPK) in Seluma Regency in 2023. In this research the data is collected in the form of words and images which will then be described to answer problems that exist in the problem formulation so that the results of this research are truly in accordance with the field.

## RESULTS AND DISCUSSION

There are two types of employee procurement policies based on Law No. 5 of 2014 concerning ASN, namely CPNS procurement and PPPK procurement, each of which is regulated by Perka BKN No. 14 of 2018 concerning Technical Guidelines for PPPK procurement, regulated in PP No. 49 of 2018 concerning PPPK Management and Perka BKN No. 1 of 2019 concerning Technical Guidelines for PPPK Procurement. The PPPK procurement mechanism is almost the same as the CPNS requirements, the only difference is that PPPK procurement does not go through SKD but directly follows the SKB. This has been regulated according to the applicable regulations. CPNS procurement must go through administrative selection, SKD, SKB, and finally filing, while PPPK procurement goes through three stages, namely administrative selection, SKB, and filing. The requirements for participating in the PPPK procurement are the same, namely :

1. Indonesian citizen or native Indonesian;
2. Minimum age 18 years;

3. Never been convicted, imprisoned by proving the existence of SKCK;
4. Never been dishonorably dismissed while working;
5. Do not have CPNS status;
6. Have educational qualifications that meet the requirements;
7. Be well behaved;
8. Physically and spiritually healthy;
9. Willing to be placed anywhere;
10. Other conditions are regulated according to the agency

Government Employees with Health Work Agreements The composition of staff in the Seluma Regency Government environment consists of civil servants and non-civil servant employees, in reality employees who work in the Health Service, Community Health Centers and Hospitals of the Seluma Regency Government whose status is civil servants in the Health sector are based on data from the Seluma Regency BKPSDM for the year In 2023, there will be 1,480 civil servants and 1,269 non-civil servants, bringing the total to 2,749 employees spread across Seluma District Health Service, Community Health Center and Hospital. Non-ASN health workers in the district currently account for almost 44.5% of the total number of employees. PPPK are Indonesian citizens who have taken part in the selection process with pass status who are appointed as PPPK candidates to help run the government. Procurement of PPPK is an activity carried out to meet the needs of each SKPD with a process of preparation, publication, application, Administrative/SKB selection, announcement of selection results, and appointment of PPPK.

### 1. Planning/Preparation

Planning/Preparation for the PPPK procurement starts from the formation



proposal proposed by the regional government to the Ministry of Administrative and Bureaucratic Reform, then the Ministry of Administrative and Bureaucratic Reform will answer or reply to the proposal with the amount determined by the Ministry of Administrative and Bureaucratic Reform. Formation of a regional committee or called Panselda whose task is to supervise and regulate the implementation of PPPK procurement activities in collaboration with vertical agencies within the government.

## 2. Announcement/publication

The announcement of vacancies is carried out through electronic media and print media, this must be done by the central and regional governments to inform all people in Indonesia, especially all districts, regarding the acceptance of PPPK.

## 3. Application

This application is carried out by the Regional Election Committee to carry out its duties by accepting applicants in accordance with the requirements, and this is usually re-arranged according to the regional agency to which they are applying.

## 4. Competency Selection

Competency Selection, in this case the announcement selection, is carried out when the Regional Election Committee has carried out the administrative selection process and field competency selection using the BKN CAT.

## 5. Appointment of PPPK

PPPK appointment is the final stage which includes the filing of test participants who take part in the PPPK acceptance selection, then the Government Employee Employment Agreement Identification Number (NIPPPK) will be proposed to the

central BKN, then BKN will determine the participant's NIP.

**Policy Implementation in PPPK Procurement.** Policy The basic problem of the PPPK Procurement Policy explains that this policy was created with the aim of transitioning the status of non-ASN Health workers to PPPK by going through the PPPK procurement process which requires them to take part in a selection within the next five years to make the transition. Research regarding policy implementation in the procurement of PPPK for district health workers so far. The policy objective of this Health Personnel PPPK Procurement Policy is to resolve the problem of appointing existing Non-ASN Personnel through the PPPK procurement process for health personnel in order to meet the needs of regional government employees and to resolve problems regarding the appointment of Non-ASN Personnel or honorary personnel within the regional government. The content of the PPPK Procurement policy is regarding the PPPK procurement process which consists of planning/preparation, announcement/publication, application, administrative selection/SKB, announcement of selection results, appointment as a PPPK candidate, and appointment as a PPPK.

Based on data on the need for PPPK employee formations for Health workers sourced from BKPSDM Seluma Regency in 2023, there are 385 formations. In 2023, based on the number of required formations that have been determined by the Ministry of Administrative and Bureaucratic Reform, the number of non-ASNs in Seluma Regency is not comparable, seen from the participants who took part in the PPPK procurement selection for Health workers who came from 149 internal



organizations, namely from special applicants or non-civil servants. itself or external to the organization, namely from external or general applicants. The supporting and inhibiting factors for the PPPK procurement policy are seen from the implementation or realization of the PPPK procurement policy which has been implemented in 2023 which supports and hinders the implementation. Implementing this policy in PPPK procurement, there are obstacles in implementing PPPK procurement in 2023 as follows :

## 1. The process of the PPPK procurement mechanism.

The process of the PPPK procurement mechanism, starting from the requirements for being allowed to participate in the PPPK procurement, between the highest regulations down to the bottom, is not in line. This is proven by the policy in the PP which talks about PPPK Management that participants who take part in accepting the PPPK selection are from generally intended for all Indonesian citizens, while in a circular letter from the Ministry of Administrative and Bureaucratic Reform Number: B/163/FP3K/M.SM.01.00/2019 dated 4 February 2019 regarding the Procurement of PPPK Phase I in 2019 which states and instructs that PPPK Phase I receipts must be from Honorary staff or Non-PNS staff, not only that, between the relevant agencies, namely BKN and Kemenpan RB, this is not in line. This was proven when BKN published Head of BKN Regulation No. 1 of 2019 concerning Technical Guidelines for Procurement of PPPK which stated that participants who took part in the admission selection PPPK is from the general public, not specifically like the Kemenpan RB circular.

## 2. Determination of NIP

Determining the NIP also has obstacles, the regional government which has implemented the PPPK procurement in 2023 is slow to complete it, the regional government is confused by the central government's policy which seems rushed but the technical implementation has not yet been fully regulated so that until now the participants have passed the PPPK acceptance selection its status becomes unclear.

## 3. Budget

Budget is one of the constraining factors in implementing PPPK, this was proven when the Seluma district government carried out the implementation of PPPK procurement for health workers located at the Bengkulu Ministry of Health Polytechnic. The budget that was prepared in 2022 underwent changes at that time so that it was less effective, because the district government had not planned PPPK procurement in the budget before and this happened in all other district and city governments, so this also made it difficult for regional governments to hold PPPK simultaneously. Because budgets cannot be made suddenly, they have to go through a long process to be re-established.

The implementation of PPPK for health workers which will be carried out in 2023 is in collaboration with the Ministry of Health, so that the district government at that time can use facilities and infrastructure that support CAT competency selection so that in terms of funding it is not high. The ability of policy implementers, in research regarding PPPK procurement policies for health workers, there are 3 (three) details contained therein, including :



- a. The Standard Operating Procedures (SOP) in this research are intended to determine the flow of implementing PPPK for health workers in accordance with applicable regulations.
- b. Human Resources, in this research regarding the PPPK procurement policy, Human Resources means employees involved in implementing the PPPK procurement or as a committee directly involved in its implementation.
- c. Communication and Coordination in this research is seen from the stakeholders or implementers, namely BKPSDM Seluma Regency, Health and Hospital Services in delivering communication or coordination as regional government in implementing central policies..

The capability of the Policy Implementer in procuring PPPK for health workers in Seluma Regency, in this case, is BKPSDM Seluma Regency, whose duties and functions fall under the fields of procurement, dismissal and ASN information. BKPSDM Seluma Regency sets its vision as follows: "Realizing the Quality of State Civil Servants that are Competitive, Have Integrity and Serve". Furthermore, to achieve the success of this vision, the Seluma Regency BKPSDM was determined as follows :

1. Strengthening ASN Guidance and Development
2. Strengthen the assessment of IT-based Personnel Administration Services
3. Strengthen the guidance and development of ASN through work performance assessments.
4. Strengthen the governance of the Seluma Regency BKPSDM agency.

Policy implementation in the procurement of PPPK for Seluma district health

workers is included in the first point in the mission of BKPSDM Seluma district, namely strengthening the development and development of ASN, one of which is through the procurement of ASN or the procurement of employees.

The main duties and functions of BKPSDM are to carry out regional policy activity programs which include ASN services, transfers, competency / employee development, training and carrying out the Agency's functions. Meanwhile, the functions of BKPSDM are :

- Formulation of technical policies in accordance with the task;
- Support the administration of regional government in accordance with its duties;
- Coaching and carrying out tasks;
- Carrying out other tasks assigned by the Regent in accordance with the regulations.

One of the areas that oversees the PPPK procurement policy is the ASN procurement, dismissal and information sector.

Based on the description above, the procurement of PPPK for health workers is included in the field of procurement, dismissal and ASN information, namely procurement of apparatus. The Procurement Apparatus itself is responsible for organizing the procurement of PPPK and CPNS or called ASN, so the implementer is BKPSDM Seluma Regency.

## CONCLUSION

Implementation of the PPPK Procurement Policy for Seluma Regency Health Personnel has been carried out through the following processes:

1. This PPPK Procurement Policy was created with the aim of transitioning the status of non-PNS personnel to PPPK by going through a PPPK procurement



process which requires them to take part in a selection within the next five years to make the transition. Based on data recorded through BKPSDM Seluma Regency, the formations prepared are not comparable to the number of honorary staff/non-ASN staff which is much larger, so it can be concluded that this policy cannot be a solution for changing the status of Non-ASN staff to ASN.

2. The policy is operated within the PPPK procurement policy environment for health workers carried out within the district government, namely the Health Service, Community Health Center and Hospital, which has obstacles, one of which is the budget which cannot be flexible to implement the policy suddenly, making it difficult for the local government to implement the policy.
3. The ability of policy implementers is influenced by 3 (three) factors, namely Socialization, Implementation and Evaluation.
  - a. Socialization is a very important part of a policy holder or policy implementer who is called an implementor as a reference in implementing policies.
  - b. Human resources are an inseparable part of the implementation/implementation of PPPK procurement policies as regulators or supervisors in implementing PPPK procurement policies.
  - c. Evaluation, Coordination and Communication are the most important parts in the smooth

implementation of the PPPK procurement policy as an intermediary medium for both the implementer and the targets aimed at in this PPPK procurement policy.

Based on the results and discussion above, it can be concluded that the implementation of policies in the procurement of PPPK for Health workers within the district government in Indonesia still contains obstacles in implementation, namely the process of procurement mechanisms, determining NIP, and budget.

Implementation of the policy regarding PPPK which is regulated in PP No. 49 of 2018 that non-ASN employees in regional government must switch to becoming civil servants or PPPK will not be achieved due to the need for formation and the number of existing non-ASN employees is not comparable so this policy cannot be implemented in the district government all the time completely.

In order to overcome this problem, the local government should carry out intensive coordination and consultation regarding the number of honorary health workers in the local government and the time period for realizing this implementation..

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