

## Good Governance: From State Civil Servants into Government Employment Agreement (PPPK)

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**Abstract:** *According to the ASN Law, State Civil Apparatus includes Civil Servants, also known as ASN, and Government Employees with Work Agreements, also known as PPPK. The repercussions of utilizing APBN or APBD cannot be separated from the management of PPPK. As a result, the management of human resource management must be considered. As a result, the purpose of this research is to examine the good governance of human resource management among government employees with work agreements (PPPK). The descriptive qualitative research approach was employed, with data collected through interviews, documentation, and observation. According to the study's findings, the purpose of hiring government employees with a work agreement is to provide services and perform responsibly in order to portray good governance. Government employees with work agreements will not only be able to wait for the government to make efforts to enhance their performance, but they will also be able to produce breakthroughs that will increase their quality or performance in realizing good governance.*

**Keywords:** *Good Governance, Management, Human Resources, Government Employees Agreement.*

### Introduction

Efforts to establish a democratic, clean, and authoritative government system have been a primary priority for the people and government of Indonesia throughout this reform era (Mariana, 2006). The fundamental aim is to realize democratic and good governance (democratic and good governance) via constructing the state civil apparatus's human resources (Sudrajat, 2009). To realize the national goals stated in the preamble to the 1945 Constitution, it is necessary to construct a state civil apparatus with integrity, professionalism, neutrality, and independence from political intervention, free of corruption, collusion, and nepotism, capable of providing public services to the community, and capable of serving as an

adhesive element of national unity and integrity (Octaleny, 2019).

Human resource (HR) development for the apparatus as part of bureaucratic reform is the fundamental pillar in building a professional, independent, and forward-thinking state apparatus (Faedlulloh et al., 2020). The state apparatus figure is a criterion that must be reached in order to anticipate changes and increasingly fierce global competition. As a result, future challenges will be required not only for high-quality cognitive human resources but also for state apparatus that are innovative, able to work in teams, and creatively carry out their duties and responsibilities as state servants, policy implementers, and competent, clean, and competent public service providers. friendly (Solong, 2020).

Realizing the superior human resources of the apparatus necessitates a comprehensive and long-term strategic activity comprised of several steps. The necessary strategic action is to renew the culture and structure of the institution's institutions. A more transparent, democratic, and inclusive government (Tobirin, 2015). The construction of a government bureaucratic organization system that fosters progress and preserves the values of integrity and legal certainty. A paradigm shift in the development of human resources for the apparatus that focuses on human capital and not just personnel development (Sedamayanti, 2020). Consequently, in an integrated management approach, welfare enhancement, career development, problem-solving-oriented training techniques, and a supportive work environment are emphasized. According to Thoha (2009), Samin (2011), and Sartika (2017), the framework for change is the development of human resources for the apparatus in the bureaucratic reform process in order to produce a competent, clean, and service-oriented bureaucracy.

In order to address the issue of establishing a professional government civil apparatus, the government enacted State Civil Apparatus Law No. 5 of 2014. (UU-ASN). In order to accomplish the nation's and state's values, ASN must be established to be more professional, with integrity, neutral and free of political influence, free of KKN practices, capable of providing public services to the community, and able to serve as a unifying factor. national harmony based on Pancasila and the Constitution of 1945 (Prasodjo, 2014).

Furthermore, it should be noted that, thus far, ASN management has not been based on a comparison of the competencies and qualifications required by the position with the competencies and qualifications possessed by candidates in recruitment, appointment, placement, and

promotion to positions in accordance with good governance (Sartika & Kusumaningrum, 2017). To establish ASN as part of bureaucratic reform, it must be defined as a profession with the obligation to govern and grow itself, as well as to account for its performance and apply the meritocracy principle in the execution of ASN management (Usup, 2017). ASN is defined as a profession for civil servants and government employees with work agreements (PPPK) employed in government agencies. According to the ASN Law, PPPK are Indonesian residents who meet specified conditions and are selected on the basis of a labor agreement for a set amount of time to carry out government activities (Juliani, 2019).

Concerning the PPPK profession, this is a separate issue that must be addressed promptly. In general, KDP management issues are directly tied to the management of the quality of Human Resources (HR) services (Haryanto, 2015). According to Masdar et al. (2009), the presence of service human resources is frequently a separate barrier in their placement, particularly in the division of labor and skills possessed. When the government's human resource demands are diminishing while the community's need for services is expanding, the concept of the right man in the right place becomes overlooked.

The existence of PPPK is viewed as a solution to the ever-increasing, non-data-driven problem of honorary personnel. This perception arose from several regions that viewed PPPK as a solution to their uncontrolled honorary worker concerns. PPPK differs from honorary employees in that it is part of the ASN recruited for specific functions (Arrido, 2022).

The inclusion of PPPK in Indonesian staffing eliminates the existence of temporary employees or temporary workers, as they were previously referred to in State Apparatus

rules and regulations (Rohida, 2015). The presence of PPPK is ostensibly intended to provide more legal protection for temporary or non-permanent employees and to ensure the integrity and professionalism of the Indonesian civil service, specifically through recruitment that is free from corruption, collusion, and nepotism (KKN) in order to realize bureaucratic reform (Parkher & Radjab, 2021). Accordingly, Setiawan et al. (2021) stressed that PPPK recruitment strives to build the foundation of competence and professionalism in bureaucratic administration. In a more optimistic account, the presence of PPPK is anticipated to accelerate or accelerate the development of competence and professionalism among state civil apparatus employees (Qomarani, 2020).

This research will predominantly employ a qualitative descriptive method based on a comparative regulatory analysis approach connected to good governance in the management of PPPK, both in the form of laws and implementation instructions. It is necessary to do a comparison analysis to determine the obligations, responsibilities, and arrangements for PPPK in all existing regulations.

## Method

Descriptive qualitative research is the approach that was employed for this study. The choice of the method was made with the goal of obtaining a clear and accurate image of the governance of HR management for government employees who have employment agreements. Interviews, documentation, and observation are the three methods of data collection that are utilized. The analysis of the data that was used was to describe and evaluate the results of the interactive model analysis that was performed on the data (Miles & Huberman, 1994). Analytical tasks can be broken down into three distinct categories: reducing the amount of

data, presenting the data, and generating conclusions from the data.

## Result And Discussion

### Management of PPPK according to the ASN Law and Government Regulation

According to article 6, UU-ASN, ASN workers are made up of PNS and PPPK. According to article 7 paragraph 2, PPPK personnel are ASN employees who are appointed by the Personnel Development Officer as employees with a work agreement in line with the demands of government agencies and the provisions of the Act. Part Two, Article 22, governs the powers of the PPPK itself. It is stated that PPPK personnel have the right to obtain wages and benefits, as well as leave, protection, and skill development.

The management of PPPK is controlled under the Fourth Part, Article 93, which covers identifying needs, procurement, performance appraisal, compensation and benefits, competency development, awarding, punishment, termination of employment agreements, and protection. The following rules govern the determination of needs in Article 94: The types of positions that can be filled by the PPPK are governed by a Presidential Regulation; each government agency is required to compile the requirements for the number and types of PPPK positions based on job analysis and workload analysis; and the preparation of needs for the number of PPPKs is done for a period of 5 (five) years. A Ministerial Decree determines the number and type of PPPK positions throughout a five-year period, which is divided into one-year increments based on priority needs.

Procurement is governed by paragraphs 95 to 99. According to Article 95, after meeting the conditions, every Indonesian citizen has the same chance to apply to become a PPPK candidate. The acquisition of PPPK candidates is an operation undertaken to suit the needs of government agencies. Planning, posting of

vacancies, application, selection, announcement of selection results, and appointment to become PPPK are the stages of PPPK candidate acquisition.

Government agencies accept PPPK candidates based on an objective assessment of competence, qualifications, needs of government agencies, and other requirements for the position. The Personnel Guidance Officer's decision will govern the appointment of PPPK candidates (PPK). The work agreement is for a minimum of one year and can be extended as needed and based on performance. PPPK cannot be assigned as CPNS automatically. PPPK must adhere to all of the selection methods used for CPNS and the rules of the legislation to be appointed as a candidate.

The purpose of the PPPK performance evaluation is to ensure the objectivity of job performance that has been agreed upon based on the work agreement between the PPK and the employee in question. The PPPK performance appraisal is based on work agreements at both the individual and unit or organizational levels, and it considers targets, objectives, results, benefits achieved, and employee conduct. KDP performance evaluations are objective, quantifiable, accountable, interactive, and transparent.

The Authorized Officials in the relevant government agencies are in charge of evaluating PPPK performance. The PPPK performance review is delegated to the PPPK's immediate supervisor in stages. The PPPK performance appraisal can incorporate feedback from colleagues at the same level as well as subordinates and be submitted to the PPPK performance appraisal team. The PPPK performance evaluation results are used to assure the objectivity of extending employment agreements, granting benefits, and improving competence. PPPK was sacked after failing to meet the performance targets agreed

upon in the work agreement, as judged by superiors and the PPPK performance review panel.

PPPK's salary and allowances are governed by Article 101. According to that article, the government is obligated to give PPPK a fair and reasonable remuneration. The PPPK wage is determined by workload, job duties, and job risk. The cost of PPPK salaries is allocated to the State Revenue and Expenditure Budget (APBN) for Central Agencies and the Regional Revenue and Expenditure Budget (APBD) for Regional Agencies. In addition to salary, PPPK may be eligible for allowances within the terms of the legislation.

Employees at PPPK have the opportunity to advance their skills. Government agencies plan opportunities for competency development on a yearly basis. The authorized official must evaluate competency development and utilize it as the foundation for future work agreements. Employees of PPPK who have demonstrated loyalty, dedication, skills, honesty, discipline, and work performance in the performance of their duties may be awarded in the form of: a sign of honor; b. priority opportunities for competency development; and/or c. the opportunity to attend official events and/or state events. According to the ASN Law, the PPPK who was sentenced to a significant administrative sanction in the form of terminating the employment agreement was not appropriately deprived of the right to use the honorary mark.

PPPK workers are required to follow PPPK discipline in order to ensure the smooth implementation of assignments. Government authorities must impose discipline on PPPK and make various attempts to strengthen discipline. Any PPPK who violates the rules is liable to disciplinary action. The PPPK work arrangement is terminated with respect because: the duration of the work agreement expires, he dies at his own

desire, or he is physically and/or spiritually incompetent to carry out his duties and obligations under the agreed work agreement.

The PPPK work agreement is terminated with respect, but not at the employee's request, if he is: a. sentenced to imprisonment based on a court decision that has acquired permanent legal force for committing a criminal act with a minimum imprisonment of 2 (two) years and the crime was committed without planning; b. found guilty of a serious violation of PPPK discipline; or c. unable to meet the agreed-upon performance targets outlined in the work agreement. Due to deviating from Pancasila and the 1945 Constitution, being sentenced to prison or confinement based on a court decision that has permanent legal force for committing a crime of office or crime related to the position and/or general crime, being a member and/or administrator of a political party, or being sentenced to imprisonment based on a court decision that has permanent legal force for committing a crime of office or crime related to the position and/or general crime, the PPPK work agreement. In addition, the government is required to offer protection in the form of old age insurance, health insurance, work accident insurance, death insurance, and legal aid.

The government has also ratified the Government Regulation (PP) for Management of PPPK as a technical guide for the implementation of PPPK. According to the draft paper obtained by the researcher, the PPPK rule has existed since the general provisions. According to the general regulations of the PP relating to PPPK, ASN refers to a profession for government-employed PNS and PPK. In addition, ASN personnel include PNS and PPPK who are appointed by staffing officers, assigned tasks in a government position or entrusted with other state responsibilities, and paid in accordance

with legislative standards. It is also mentioned that PPPK personnel are Indonesian citizens who meet certain standards and are appointed on the basis of a work contract for a specified amount of time in order to fulfill government obligations. According to this reasoning, the arrangements remain consistent with the ASN Law.

The PPPK's current status and role are discussed in detail in article 2. An ASN employee is designated as a PPPK by the PPK as an employee with a work agreement in line with the requirements of government agencies and laws and regulations pertaining to the civil apparatus of the state. When the Civil Service Supervisor appoints the PPPK as his or her employee, it establishes a legally binding contract between the two.

### **Good Governance Management of Government Employees with Work Agreements (PPPK)**

According to ASN item 93 of Law No. 5 of 2014, PPPK management is responsible for the following: 1) Determining requirements; 2) Procurement, which begins with planning and progresses through vacancy announcement, application, selection, announcement of selection results, and appointment. The notion of expertise, qualifications, and needs is the guiding principle in this procurement. 3) PPK Decree Appointment, work agreements for at least one year that can be renewed at the individual, unit, or organizational levels as the foundation for extending work agreements; 4) Compensation and benefits, 5) Competency development, 6) recognition, and dismissal if performance targets are not met; 7) Discipline. PPPK is required to follow discipline and will face disciplinary action if it does not. 8) Relationship and work contract termination 9) Protection of rights, receipt of pay and allowances charged to the APBN/APBD Opportunities for

competency development and incentives are available. Get insurance (for old age, health, job accidents, and death) and legal support. Furthermore, according to paragraph 2 of Article 106 of the ASN Law, it is mandatory to provide protection in the form of: a) pension plan; b) health insurance; c) accident insurance; d) life insurance; and e) legal help. Legal aid is defined as providing legal assistance in court proceedings relating to the performance of their duties.

The merit system and performance management are fundamental to KDP management. The ASN Law is a type of personnel reform that fully controls the establishment of PPPK, which was previously unregulated by employment law. A merit system is a type of people management that is based on credentials, competence, and performance in a fair and reasonable manner, regardless of political background, race, color, religion, origin, gender, marital status, general or disability problems. Meanwhile, it is in accordance with the planning for PPPK demands that are integrated with staff development in the Strategic Plan or RPJMD within the framework of performance management in the ASN Law in article 107.

According to the ASN Law, performance appraisal at the individual level is based on performance planning at the individual and organizational unit levels, taking into account the targets, achievements, results, and benefits achieved, as well as the conduct of the PPPK. Only when an individual or group of individuals has predetermined success criteria can performance be measured. According to Mardiasmo (2006), the criteria take the shape of specific goals and targets that must be met.

The implementation of PPPK management has a broad purpose of developing personnel management that is based on human capital development and performance. As a result, one method for

improving the quality of KDP management policies is through Regulatory Impact Analysis (RIA), which is a process of methodically examining and communicating about rules, both new and existing policies. According to Jacobs (2006) and Nasokah (2008), RIA is used to evaluate regulation in terms of the relevance of community needs and policy objectives, the need for government intervention, the efficiency of inputs and outputs, the effectiveness of policy objectives and outcomes, and the sustainability of regulation.

The following are the RIA steps for establishing performance-based KDP management: 1) Identify the problem, problem formulation, and primary problems in PPPK, whether for PTT or other non-PNS employees. Clarity is required because the ASN Law does not address the issue for temporary or contract employees. To become a public servant, you must first pass a selection process that includes an honorarium and PPPK. What are the fundamental differences and qualifications between PPPK and honorary employees? 2) Setting goals and policy directions for implementing PPPK management, as well as integrating and synchronizing rules with other regulations; 3) development of various alternative policies, regional PPPK is still confronted with the principles of decentralization and regional autonomy, PPPK is managed nationally, but it is the regions that best understand the needs and formation of PPPK. In the management of PPPK, the central level must be able to reconcile distinct regional interests.

Following that, 4) evaluate alternative policies and select the best policy Regional governments are required for the execution of PPPK management; consequently, national interests are prioritized, but regional priorities must also be recognized. For this reason, PPPK hiring practices strive to accommodate

regional interests as much as feasible. 5) Development of a plan for implementation, selection of the person in charge, and implementation of budget allocation and priority of activities centered on national or regional goals. 6) The importance of public consultation and engagement with stakeholders and diverse interests, particularly universities, for the practical and effective implementation of PPPK management. 7) A Cost-Benefit Analysis must not just examine economic interests, but also better public policies, positive and negative impacts, and the impact on interest groups.

With the use of performance-based management, RIA analysis can be performed to bolster the policy implementation strategy. It is desired that PPPK's performance evaluation be based on complete data and IT that is compatible, and not simply by project, but for the benefit and advancement of professional, competitive, clean, service-oriented PPPK management.

## Conclusion

Since PPPK is an ASN employee and so requires separate management, its creation is anticipated to be a problem-solving mechanism that will enable the non-civil servant apparatus to address its outstanding issues about human resources. The fictitious data on honorary staff, planning that is not based on data, policies without evidence-based policy, unclear career patterns, political intervention, and co-optation all contribute to the complexity of the problem. Moreover, the problem is made even more complicated by political intervention and co-optation. The concept of PPPK management encompasses a wide variety of subtopics, spanning from procurement to performance evaluation. In compliance with the requirements of the ASN Law, good governance and management of PPPK that regulates in a

comprehensive manner will be able to be put into effect in an appropriate manner. As a result, it is essential to take into account the difficulties and opportunities that may arise during the process of putting PPPK management into effect. This can be accomplished by designing PPPK management that is independent of interests and power loads, in addition to the organizational culture of the government apparatus, which often gives the impression of being sluggish, rigid, inefficient, and unfriendly. This should be done before the management of PPPK is put into effect. PPPK can also create PPPK as human capital toward a bureaucracy with integrity, professionalism, and service if there is clear legal certainty on the management of HRD, which is provided by PPPK.

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