



# Policy Implementation Selection of Prospective Government Employees with Employment Agreements (PPPK) in the Government Environment Central Sulawesi Province in 2023

Rudy Gunawan<sup>1\*</sup>, Slamet Riadi<sup>2</sup>, Muzakit Tawil<sup>3</sup>

<sup>1,2,3</sup> Master of Public Administration Study Tadulako University, Indonesia

## ARTICLE INFO

### Article history:

Received May 19, 2025

Revised June 20, 2025

Accepted June 23, 2025

Available online June 23, 2025

### Kata Kunci :

Implementasi Kebijakan, Seleksi PPPK, Faktor Penghambat, Pemerintah Provinsi, Sulawesi Tengah

### Keywords:

Policy implementation, PPPK Selection, Obstacle Factors, Provincial Government, Central Sulawesi;



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## ABSTRAK

Penelitian ini bertujuan untuk menganalisis pelaksanaan seleksi calon Pegawai Pemerintah dengan Perjanjian Kerja (PPPK) di Lingkungan Pemerintah Provinsi Sulawesi Tengah Tahun 2023 dan mengidentifikasi faktor-faktor yang menjadi kendala dalam proses seleksi. Metode penelitian yang digunakan adalah pendekatan kualitatif dengan analisis deskriptif, menggunakan kerangka teori van Meter dan van Horn untuk mengkaji tahapan dan faktor implementasi kebijakan. Pengumpulan data dilakukan melalui wawancara, dokumentasi, dan observasi langsung pada pelaksanaan seleksi PPPK. Analisis data dilakukan dengan cara pengumpulan data, reduksi data, penyajian data, dan simpulan/verifikasi interaktif hingga tercapai kejenuhan data. Hasil penelitian menunjukkan bahwa pelaksanaan seleksi PPPK meliputi beberapa tahapan mulai dari perencanaan sampai dengan pengangkatan, namun terdapat kendala seperti perbedaan persepsi terhadap definisi THK-II terdahulu, tingkat kelulusan yang rendah (40%), komunikasi yang kurang efektif, dan kurangnya keterlibatan pembimbing eksternal. Analisis data mengungkapkan bahwa informasi yang tidak konsisten dan kurangnya sosialisasi menyebabkan ketidaksiapan pelamar yang berakibat pada lonjakan pendaftaran di akhir waktu yang mengakibatkan gangguan teknis pada server. Selain itu, kondisi ekonomi, sosial, dan politik kurang mendapat perhatian, terutama dalam memberikan ruang bagi aspirasi masyarakat. Semua kendala tersebut menunjukkan perlunya peningkatan komunikasi, pengawasan, dan partisipasi masyarakat agar pelaksanaan kebijakan seleksi PPPK dapat berjalan lebih optimal.

## ABSTRACT

*This study aims to analyze the implementation of the selection of candidates for Government Employees with Employment Agreements (PPPK) in the Central Sulawesi Provincial Government in 2023 and identify the factors that are obstacles in the selection process. The research method used is a qualitative approach with descriptive analysis, using the theoretical framework of van Meter and van Horn to examine the stages and factors of policy implementation. Data was collected through interviews, documentation, and direct observation on the implementation of PPPK selection. Data analysis is carried out by means of data collection, data reduction, data presentation, and interactive conclusions/verifications until data saturation is achieved. The results of the study show that the implementation of PPPK selection includes several stages ranging from planning to appointment, but there are obstacles such as differences in perception of the definition of the former THK-II, low graduation rate (40%), less effective communication, and lack of involvement of external supervisors. Data analysis revealed that inconsistent information and lack of socialization led to applicant unpreparedness, which resulted in a spike in registrations at the end of the time resulting in technical glitches on the server. In addition, economic, social, and political conditions are not paid much attention, especially in providing space for people's aspirations. All of these obstacles show the need to improve communication, supervision, and public participation so that the implementation of the PPPK selection policy can run more optimally.*

\*Corresponding author

E-mail addresses: [messenger.rudy@gmail.com](mailto:messenger.rudy@gmail.com) (Rudy Gunawan)

## 1. INTRODUCTION

The Regional Government has the function to provide services to the community because it is an extension of the Central Government (playing a role in organizing public services). In public services, there are factors that will affect the quality of its implementation, for example, the state civil service factor which is one of the important elements in the public service process. State civil servants have a position as the initial gateway in providing public services because they will carry out the recruitment process to get candidates for State Civil Apparatus (ASN), which is a profession that works in a government institution/agency/organization with an orientation to provide services to the community. Public services will run optimally if they are organized by ASN who have dedication, professionalism, integrity, and competence. Therefore, in the process of procuring ASN, state civil servants must be selective, competitive, transparent, and free from elements of conflict of interest ([Muh. Wahyu & dkk., 2012](#)).

Referring to Article 1 of Law of the Republic of Indonesia Number 20 of 2023 concerning the State Civil Apparatus, the State Civil Apparatus is divided into two types of personnel, namely Civil Servants (PNS) and Government Employees with Employment Agreements (PPPK). Civil servants are staff who are appointed and inaugurated on a permanent basis in certain positions and positions, while PPPK is staff who are appointed and inaugurated within a certain period of time and certain functions through a work agreement mechanism.

The presence of the PPPK system in the ASN personnel system is expected to be a solution to solve problems related to the existence of honorary personnel (non ASN) who work in government organizations who are no longer able to participate in CPNS recruitment by age. Nevertheless, PPPK recruitment should still be guided by meritocratic values whose process is carried out professionally, transparently, and oriented to the experience, skills, and expertise possessed by applicants ([Zakiah & dkk., 2023](#)).

In 2023, the Central Sulawesi Provincial Government will hold PPPK recruitment through Announcement Number: 800/478/BKD-Gub.ST concerning the Selection of Procurement of State Civil Apparatus Candidates within the Central Sulawesi Provincial Government for the 2023 Fiscal Year dated September 19, 2023 with a total formation allocation of 3,890 (three thousand eight hundred and ninety) of which the allocation is divided into 3,127 (three thousand one hundred and twenty-seven) teacher formations, 243 (two hundred and forty-three) formations of health workers, and 520 (five hundred and twenty) formations of technical personnel. Then in the selection there are positions and categories of applicants, namely priority applicants, applicants for former Honorary Personnel Category II (THK-II), applicants for non-ASN personnel in government agencies, and applicants in the general category which will affect the ranking of the selection results in that order.

Based on the results of initial observations, the author obtained data that the Central Sulawesi Provincial Government does not have a regional regulation regarding the guidelines for the implementation of the PPPK selection, and there is a difference in the explanation of the former THK-II category contained in the announcement of the Governor of Central Sulawesi Number 800/478/BKD-Gub.ST and contained in the Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reform (Kepmen PANRB) of the Republic of Indonesia Number 648 of 2023 concerning the Employee Selection Mechanism Government with a Work Agreement for Functional Positions for the 2023 Fiscal Year. The definition of ex-THK-II contained in the announcement of the Central Sulawesi PPPK selection is employees who are registered in the ex-THK-II database at the State Civil Service Agency, while the explanation of ex-THK-II at the KepmenPANRB is employees who are registered in the ex-THK-II database at the State Civil Service Agency and apply to the government agency where they work when registering.

Referring to the Circular Letter of the Minister of State for State Apparatus Empowerment and Bureaucratic Reform Number 5 of 2010 concerning Data Collection of Honorary Personnel Working in Government Agencies, what is meant by THK-II is honorary employees whose income does not come from the State Budget and Regional Budget, with a minimum working period of one year on December 31, 2005 and until now is still working continuously, Be at least 19 years old and a maximum of 46 years old as of 1 January 2006, work in a government agency and be appointed by an authorized official

There are problems that arise due to the difference in the criteria of the former THK-II contained in the announcement of the Governor of Central Sulawesi Number: 800/478/BKD-Gub.ST with the Kepmen PANRB RI Number 648 of 2023, namely there are public complaints against the BKD of Central Sulawesi Province, namely in the formation of the first expert-planner of the Environmental Laboratory UPT at the Environment Agency of the Central Sulawesi Provincial Government, the Selection Committee graduated one of the selection participants with an integration score of 296 who considered as ex-THK-II. Even though the participant was registered as a former THK-II in Ujuna Village, Palu City Government (so it was not an ex-THK-II within the Environment Agency of Central Sulawesi Province). This resulted in the failure of other participants (general category) who had an integration score of 419 (four hundred and nineteen); 326 (three hundred and twenty-six); and 312 (three hundred and twelve). If referring to the Ministerial Decree of PANRB No. 648 Number 2023, the applicant who has an integration score of 296 (which is considered ex-THK-II) should be in the general applicant category because they are not ex-THK-II at the Central Sulawesi Provincial Environmental Service (*source: Data on the Ombudsman of the Republic of Indonesia Representative of Central Sulawesi Province in 2023*).

In addition to the above problems, the author obtained data related to the problems that occurred in the PPPK selection in the Central Sulawesi region in 2023, which are as follows:

- Public complaints to the Palu City BKPSDM about the problem of participant graduation that is not in accordance with the requirements in the PPPK selection of special needs teachers for ICT teacher formation;
- Public complaints against the Toli-toli Regency BKPSDM which is considered to have not reported the cancellation of the Complainant's CPNS status to the Central Government resulting in obstacles in the Complainant's personnel status when he will take part in the PPPK selection;
- Public complaints to the Selection Committee about the selection of PPPK technical personnel at the Ministry of Education related to the committee's decision not to allow the Complainant to take the selection exam because he was considered late to attend.
- Public complaints to the State Civil Service Agency c.q. PPPK Selection Committee in 2023 regarding the problem of the length of the sustainability analysis process for English teacher formation in Central Sulawesi so that most of the English formation teachers in Central Sulawesi did not have time to register due to limited registration time (the registration system was only open for approximately 4 (four) hours);
- Public complaints to the 2023 PPPK Selection Committee of Banggai Regency regarding the problem of the Complainant who had been declared to have passed on December 18, 2023, but then declared not to have passed the announcement on January 11, 2024 without a rebuttal period;
- Public complaints to the Central Sulawesi Provincial BKD regarding the problem of the process of determining the graduation of the selection of State Civil Apparatus Candidates in the Formation at the Central Sulawesi Provincial Health Office in 2023 (*source: Data of the Ombudsman Representative of the Republic of Indonesia Central Sulawesi Province in 2023*)

Furthermore, the author obtained data from several previous theses that discussed problems in PPPK selection, the first was ([Hanamunika et al., 2020](#)) research with the title Implementation of the Policy for the Procurement of Government Employees with Work Agreements (PPPK) in the Bandung Regency Government. The research was motivated by the issuance of Government Regulation No. 49 of 2018 which explained that PPPK recruitment must go through an administrative selection mechanism and competencies possessed by applicants, and must not directly appoint honorary personnel even though the party concerned has done a long service in a government agency. In the study, one of the factors that has the potential to raise other problems is that in the PPPK selection the selection is open to general applicants, namely applicants do not have to have experience as honorary/service personnel in government agencies. In fact, the initial hope for the establishment of the PPPK mechanism was to accommodate the existence of wiyata bakti in government agencies that could no longer take part in the CPNS selection due to age factors.

Second, Indrana Syahputra's research with the title of the implementation of the PANRB Ministerial Regulation No. 20 of 2022 in the arrangement and equitable distribution of government employees with employment agreements (PPPK) for elementary school teachers in Langsa City. The research was motivated by many complaints from teachers in Langsa City, Aceh Province regarding the frequent formation in a school that was supposed to be a quota for ASN teachers, but in fact it was filled by honorary teachers ([K. P. R. Indonesia, 2023](#); [M. P. R. Indonesia, 2010](#); [P. N. R. Indonesia, 2014](#)).

Based on the description above, the author argues that it is important to conduct research on PPPK selection because it has the potential to have problems in its implementation, including in the Central Sulawesi region.

Based on the background of the problem and the formulation of the problem that has been described above, the objectives of this research are as follows:

1. To analyze how the selection of prospective Government Employees with Work Agreements within the Central Sulawesi Provincial Government in 2023 will be carried out.
2. To analyze the factors that are obstacles in the selection of prospective Government Employees with Employment Agreements within the Central Sulawesi Provincial Government in 2023.

## **2. LITERATURE REVIEW**

Previous research has a function as a reference and consideration material for the author to prepare the research variables and provide reinforcement to the author that there is no complete similarity between this research and previous studies. Furthermore, the description of previous studies is also used by the author to provide consideration in the selection of the most appropriate research theories and methodologies to be used. The following are some of the results of previous studies that have relevance to the title of this research, which are as follows:

Research (thesis) published in 2021 by ([Hanamunika et al., 2020](#)) with the title Implementation of Government Employee Procurement Policy with Work Agreements (PPPK) in the Bandung Regency Government. The study has the conclusion that the amount of employee data that will be accommodated by the Central Government in the implementation of the selection still tends to be unclear because the data of employees of the Bandung Regency Government at the Ministry of PANRB RI is not in sync with the data of employees at BKN RI. The appointment of candidates who pass the PPPK takes a relatively long time (because the distance from the determination of graduation to the appointment of the PPPK takes one year).

## **Public Policy Theory**

The term policy is often matched with *policy* which in the next discussion will be used to distinguish the term policy from the term wisdom (*wisdom*). Titmuss in ([Meutia, 2017](#)) explains that policy is a principle that manages human actions and deeds to lead to a certain goal, which has a problem orientation and an action orientation. Meanwhile, wisdom according to Graycar in ([Meutia, 2017](#)) is tolerance to allow something that is actually prohibited on the basis of certain considerations.

Initially, public policy only had domains that were limited to defense issues, foreign relations, and legal and order issues, but along with the course of public policy has experienced relatively significant development because apart from the three scopes above, currently public policy already has areas of study in the fields of education, trade, health, transportation, and housing ([Abdoellah & Rusfiana, 2016](#)).

## **Policy Implementation Theory**

Policy implementation is usually synonymous with the process of implementing policies after the enactment of a regulation/law. Implementation is the implementation of laws/regulations by a number of implementers, units, and/or organizations that are carried out synergistically and systematically to realize a goal. Ripley and Franklin in ([Winarno, 2023](#)) are of the view that implementation is a benefit, system, and program that will be obtained by the community after the passage of a law. Furthermore, Grindle in ([Winarno, 2023](#)) argues that implementation has a function to build a link that makes it easier for implementers to realize a goal. Meanwhile, Van Meter and van Horn in ([Winarno, 2023](#)) define policy implementation as a process and mechanism carried out by a single individual or individual population, either by the state or the private sector that is oriented to realize the desired goals.

It is known that there have been many figures who pay attention to public policy studies, but on the other hand, public participation in knowledge about how policy implementation is still relatively small so that the chances of success from implementation are still relatively low because the control and supervision from the public over the implementation of a policy still tends to be small. Some of the factors that cause the low interest of political scientists in public policy studies are as follows, the first is the perception that there is an assumption that implementation tends not to contain big issues and the scope of discussion only concerns simple matters so that it does not deserve attention from academics. Second, conducting a policy implementation study is a difficult and complex activity because implementation problems are something complicated, causing academics to worry that they will encounter many obstacles and obstacles in the study process ([Winarno, 2023](#)).

Grindle in Tachjan in ([Anggraeni, 2020](#)) explained that there are three obstacles that often occur in policy implementation, namely the problem of rejection from the public or bureaucracy to changes in laws and regulations, the potential for cooperation and coordination in a hierarchical manner among leaders and members that is not optimal, and the potential for horizontal cooperation between executive members that is not synergistic. Therefore, the success of implementation is not only measured in a rational process, but also the ability of the implementer to respond, understand, and realize various community expectations.

In the study of public policy implementation, there are two types of approaches based on the implementation targets, namely *top-down* and *bottom-up*. The *top-down approach* emphasizes the availability of a bureaucratic hierarchy as the implementer of policies, discretion, coordination, and implementation standards. This approach assumes that the policy process is a link of instruction from leadership to members through clear interpretations to be implemented in various administrative instruments. Meanwhile, the *bottom-up approach* focuses more on the strategies of the implementer in achieving the goals of a public policy. This approach begins with a decision made by the government, then the implementer will



examine how the procedures, systems, and mechanisms before the policy is implemented, further the implementer will analyze what factors can be obstacles and affect the success of the implementation of the policy ([Tachjan, 2006](#)).

### **Policy Implementation Model**

Referring to the description in the previous paragraph, the implementation of the policy is important to be studied because it will act as a control system for the community/academics over the implementation of a policy, so that it can be analyzed whether its implementation is optimal, or there are factors that hinder its implementation. There are several theories from public administration figures that can be used to study the implementation of public policies, including the following:

#### **Model implementasi Donald van Meter dan Carl van Horn (van Meter van Horn)**

Van Meter van Horn gave his view that in public policy there are two types of policy characteristics, the first is about the number of changes that may occur to a policy. That in the implementation process, it tends to be more optimal if the implementing institution does not reorganize drastically because so far there have been many failures in the implementation process caused by the increase in demands in administrative procedures due to the reorganization. Second, about how far the level of consensus between implementers will be the basis for policy implementation. That this aspect also affects the implementation process because there are often deviations from the implementation of the previous period policies which result in the implementation process being disrupted. Van Meter van Horn has an approach that can be used for the study of public policy implementation with six variables whose identification is not only limited to assessing how the relationship between the free variable and the bound variable is, but will also describe how the relationship between the free variables is. The six variables that affect the implementation of public policies according to van Meter van Horn in ([Winarno, 2023](#)) are as follows.

#### **Basic measures and policy objectives**

In this aspect, performance indicators are important to identify in order to identify the extent to which the basic measures and policy objectives have been achieved, meaning that this aspect is used to examine whether the basic standards set in the policy have been achieved by the implementers. The basic measures and objectives of the policy usually begin to be initiated from a statement from the decision-making official which is then outlined in the form of a regulation. In addition, the regulation will also be used as a guideline when entering the evaluation stage.

#### **Policy sources**

The aspect of policy sources also needs to be highlighted because it will induce a successful level of implementation. The source of the policy can be in the form of the availability of the budget and the availability of implementers to implement a policy. Moreover, there are often arguments from officials and implementers that one of the obstacles in implementation is relatively low and insufficient budget support so that it becomes an obstacle in the implementation process.

## **Communication between organizations and implementing activities**

Implementation will be optimal if the individual responsible for implementing the policy has an understanding of what must be done to achieve the goal. Thus, it is very important to transfer information from policymakers to policy implementers which contain clarity on the size and basic objectives of the policy so as to prevent differences in perceptions of the policy.

## **Characteristics of implementing bodies**

It is an aspect that is considered a factor that cannot be separated from the term bureaucratic structure, also interpreted as characteristics, norms, and patterns that are interconnected in the executive body to run the policy wheel. In the process, the nature of the implementing body will be greatly influenced by several factors, namely the level of competence possessed by the implementing staff, the level of frequency of supervision carried out by the leadership to subordinates, the number of sources and support from political aspects, the connectivity of communication networks both vertically and horizontally, and the level of formal and informal closeness between policymakers and policy implementers.

## **Economic, social, and political conditions**

This variable is one of the centers of attention in the implementation because many figures argue that the results of identification of this factor will greatly affect policy results. In addition, this variable also allows to have a vital effect on the achievement of the policy-implementing organization. This aspect will pay attention to the perceptions that contain the considerations of observers such as how the response of government opposition groups, the response of private interests to public policy, information about the importance of policy issues, and information on the support of political *elites*.

## **Tendency of implementers**

This factor is greatly influenced by the experience and understanding of individuals towards a policy because the direction of its implementation will be greatly influenced by the perception of the implementer. Implementers have three tendencies to a policy, namely rejecting, supporting, or neutral responses to policies.

Overall, the model put forward by van Meter Van Horn in [\(Winarno, 2023\)](#) provides clues on how to identify and describe the factors that affect the success and failure of a policy. This approach is dynamic so that it can also be used to identify impacts that occur outside the policy process, so that it can present holistic information on the policy results that have been achieved, as well as provide an understanding to policymakers that there are variables that can be engineered and modified to improve the quality of public services.

## **3. RESEARCH METHOD**

This study uses a qualitative descriptive approach. The descriptive approach aims to systematically and accurately describe the phenomenon being studied, in this case the implementation of the PPPK selection policy by the Regional Civil Service Agency (BKD) of Central Sulawesi Province. Meanwhile, the qualitative approach was chosen because the focus of the research is to explore the meaning, perception, and experiences of the informants who are directly involved in the process. Data were collected through literature studies and field studies in the form of observations, structured interviews, and documentation.

The data source consists of primary data obtained directly from the main informants such as officials and PPPK selection participants, as well as secondary data from related documents and literature. The instrument used was interview guidelines based on the theory of policy

implementation of van Meter and van Horn. The data analysis technique follows the Miles and Huberman model which includes the stages of data collection, data condensation, data presentation, and interactive conclusions/verification until data saturation is achieved.

#### **4. RESULT AND DISCUSSION**

##### **Implementation of the selection of prospective government employees with work agreements within the Central Sulawesi Provincial Government in 2023.**

Policy implementation according to Van Meter and van Horn in ([Winarno, 2023](#)) is a process and action carried out by a single individual or group, either by the state or the private sector whose orientation is to realize certain goals. Policy implementation is usually synonymous with the process of implementing policies after the enactment of a regulation/law. In other words, implementation is an activity to carry out policies against the law by a number of implementers, units, and/or organizations that are synergistically and systematically oriented to realize a goal.

In the implementation of the PPPK selection policy, the Central Sulawesi Provincial Government through the Central Sulawesi Provincial BKD formed a committee to carry out the selection process from the initial stage to the final stage. In identifying the process of Implementation of the Selection Policy for Government Employees with Work Agreements (PPPK) in the Central Sulawesi Provincial Government in 2023, the author uses the implementation approach of van Meter van Horn which contains 6 (six) aspects to identify the implementation of a policy, the aspects in the approach are as follows:

- 1) Basic measures and policy objectives
- 2) Policy sources
- 3) Communication between organizations and implementing activities
- 4) Characteristics of implementing bodies
- 5) Economic, social, and political conditions
- 6) Implementation trends

The following is a description containing an explanation of the results of the research, which is as follows.

##### **Basic measures and policy objectives**

One of the indicators that has an important influence on the success of implementation is the availability of clear standards and policy objectives, so that policy implementers will have an interpretation that is in line with what the policymakers want. Because if there is a difference in perception between the two parties, it will have the potential to give rise to differences in perspectives that can hinder the implementation of a policy ([Basuki et al., 2018](#)). In this aspect, the author will identify the goals and achievements of the policy, the availability of technical instructions, and the obstacles encountered by the implementers.

Based on the results of the research conducted through a descriptive qualitative approach with primary data sources in the form of interviews with policy implementers and selection participants, as well as secondary data in the form of policy documents and laws and regulations, it can be concluded that the selection policy for Government Employees with Employment Agreements (PPPK) in Central Sulawesi Province in 2023 has the main goal of accommodating the existence of honorary personnel. especially those who have exceeded the maximum age limit to take part in the selection of Civil Servant Candidates (CPNS), as well as to meet the needs of professional and competent workers within local government agencies.

The Central Sulawesi Provincial Government, through the BKD, has made efforts to formulate and implement this policy systematically by referring to various relevant national



regulations. The technical instructions for the implementation were prepared by the BKD's internal team and have accommodated the provisions of the central government. However, there was a difference in perception between policy implementers in the regions and central policymakers regarding the definition of former Honorary Personnel Category II (THK-II), which has the potential to cause inconsistencies in the selection process and trigger complaints from the public. In addition, the selection results show that out of the total approved formations (3,890 formations), only 1,558 formations have been filled, so the occupancy rate has only reached around 40%. This indicates the need to increase capacity and debriefing honorary personnel so that they can be better prepared to face the PPPK selection in the next period.

In general, the public considers that the PPPK policy provides better clarity of employment status and welfare guarantee than honorary status, so that this program is considered positive and has a direct impact on improving the professionalism and career certainty of apparatus in the regions. Therefore, the success of policy implementation is highly dependent on the alignment of perspectives between policymakers and implementers, as well as the delivery of transparent and comprehensive information to all relevant parties.

### **Policy sources**

Policy sources are an important aspect to identify because they will support the success of implementation. This aspect has several indicators to be examined, namely the availability of budget support and the readiness of implementers to implement a policy (van Meter van Horn in [\(Winarno, 2023\)](#)).

Based on the results of the research obtained through interviews with implementers and selection participants, and supported by relevant secondary data, it can be concluded that the implementation of the PPPK selection policy in Central Sulawesi Province in 2023 shows a good level of readiness on the part of the implementers. The Regional Civil Service Agency (BKD) of Central Sulawesi Province, through functional officials such as Mr. Fernando, S.Kom., M.M., and Mr. Eka Nanda, S.Kom., said that the implementation of the selection had gone through the stages of planning and mapping formations, the preparation of technical instructions, as well as training and socialization to the employees involved. They stated that because the procurement of employees is part of their main duties, the implementation of this policy has become a routine and familiar activity. This readiness is also supported by the provision of a budget through the provincial budget, although there are still hopes of additional budgets, especially for verifiers, considering the high workload in a limited time.

In terms of selection participants, as conveyed by Mrs. Noviana, S.A.P., the selection was considered to have run well and on time, despite the change in the location of the exam. This reflects the competence and adaptability of implementers to dynamics in the field. In addition, the use of technology such as the use of the Computer Assisted Test (CAT) system with live scores shows the existence of transparency and the application of meritocratic principles in the recruitment process. However, challenges arise at the registration stage, especially related to the use of e-stamps which are not yet accessible equally by all participants due to the limitations of internet network infrastructure. The quick response from the implementer to allow the use of printed stamps again shows flexibility in the implementation of the policy, in line with the principle of ease and affordability in public services as stipulated in Law Number 25 of 2009.

Overall, the implementation of the PPPK selection policy in Central Sulawesi Province has reflected a fairly mature readiness in terms of planning, human resources, budget, and the use of technology. The obstacles that arise can be responded to adaptively and solutively by the implementer. This shows that the implementer has a strong commitment to carry out policies in a professional, transparent, and inclusive manner, so that the implementation of the

selection runs in accordance with the principles of good governance and meets the expectations of the community.

### **Communication between organizations and implementing activities**

Implementation will run optimally if each implementer has a good understanding of policy standards and objectives. Therefore, the process of transferring information from policymakers to policy implementers must be carried out clearly, precisely, accurately, and consistently so that the dissemination of information can be carried out optimally. Policy standards and objectives will be difficult to implement if implementers do not comprehensively understand what is expected and intended by policymakers (van Meter van Horn in [\(Winarno, 2023\)\)](#).

Based on the results of the research conducted through interviews with policy implementers and selection participants, and supported by relevant secondary data, it can be concluded that the communication aspect between implementers in the implementation of the PPPK selection policy in Central Sulawesi Province in 2023 has gone quite well, but there are still several challenges that need to be improved.

In terms of vertical communication between the central government and local governments, it is evident that there are consistent efforts from the central government through the Regional Office IV BKN RI Makassar to convey policy information regularly, both online and offline. Socialization is carried out on average five times per month and discusses the substance in quite detail, including applicant criteria based on the type of formation. However, the effectiveness of online socialization still encounters technical obstacles, such as internet network disruptions, which have an impact on optimizing information delivery. This has led to differences in perception between the central and regional governments, especially in defining the former THK-II category, which has the potential to cause a misunderstanding in the administrative verification process.

In addition, the involvement of stakeholders in the implementation of the selection shows that there is quite good coordination. Several parties such as the Inspectorate, Satpol PP, Health Office, UPT BKN Palu, and implementing vendors have contributed according to their respective functions. However, external supervision as mandated by Law Number 25 of 2009 concerning Public Services has not been fully implemented, because there has not been an active role of institutions such as the Ombudsman of the Republic of Indonesia and the House of Representatives in the process of supervising the implementation of the PPPK selection.

From the perspective of horizontal communication between the implementers and the community, it can be seen that digital media such as social media and online groups are the main channels of socialization to the selection participants. Although participants felt that the information had been delivered in a timely manner, the substance of the socialization was considered not comprehensive, especially in explaining the categories of applicants in detail. As a result, people—especially those who are less technologically literate—have to seek information independently, which can ultimately lead to inequality in access to information.

Overall, it can be concluded that communication between implementers in the PPPK selection policy has a fairly good foundation in terms of frequency and structure, but its effectiveness still needs to be improved through the optimization of offline socialization, wider involvement of external stakeholders in supervision, and strengthening the substance of communication to the community. Improvements in these aspects are expected to encourage the realization of a more accountable, transparent, and inclusive policy implementation.

## **Characteristics of the Implementing Agency**

It is an aspect that cannot be separated from the term bureaucratic structure which can be interpreted as characteristics, norms, and interrelated patterns on the executive to run the wheels of government. The tendency of the nature of the implementing body will be influenced by several factors, such as how much competence the implementing staff has, how often the leadership supervises subordinates, how much resources and support from the political realm, how well the communication network process is vertically and horizontally, and the level of formal and informal relationship between policymakers and policy administrators. (van Meter van Horn in [\(Winarno, 2023\)](#)).

Based on the results of the research conducted through interviews with various sources and analysis of primary and secondary data, it can be concluded that the implementation of the PPPK selection policy of the Central Sulawesi Provincial Government in 2023 has generally been carried out with a clear structure of the person in charge, namely the Governor as the coach, the Regional Secretary as the person in charge, and the Head of BKD as the chief executive. The implementers of the selection activities have received technical guidance which is carried out several times before the verification and exam process, to ensure the understanding and technical readiness of the selection committee. However, the implementation of the policy is faced with several obstacles, including the high number of applicants who register at the end of the registration period (last minute) which causes disruptions to the server system (server down) and an increase in the workload of the committee in a limited time. This barrier is compounded by the application system that is difficult to access during high traffic, as well as the limitations of the system that does not allow applicants to correct documents after submission, thus causing concern among participants. Even so, the selection committee is considered quite responsive in handling obstacles, such as extending the registration time and opening up space for rebuttals for applicants affected by verification errors. However, there are still weaknesses in the aspect of evaluative documentation, where there is no structured data recapitulation regarding various technical and administrative obstacles faced during the selection process. The author views that it is necessary to establish a special unit that is tasked with mapping and comprehensive documentation of these obstacles to be used as material for future policy evaluation. In addition, consistency in the delivery of information and the flexibility of the system towards the revision of registration documents also need to be a concern so that the selection process runs more effectively, transparently, and responsively to the needs of the community.

## **Economic, social, and political conditions**

In this aspect, we will examine the considerations of implementers such as how organizational support in implementation, the extent of economic, social, and political conditions that affect implementation, what public opinion is related to implementation, and private interest support for policies (van Meter van Horn in [\(Winarno, 2023\)](#)).

Based on the results of the research conducted through interviews with various sources and analysis of primary and secondary data, it can be concluded that the process of disseminating information on the 2023 PPPK selection policy in Central Sulawesi Province has been carried out through digital media such as the official website and social media of the Regional Civil Service Agency (BKD). Information is also disseminated informally by the selection committee to colleagues within the regional apparatus organization. However, the dissemination of this information has not fully reached the wider community, especially from the private sector or non-government workers, who actually also have the right to know and participate in selection based on the principle of meritocracy.

In addition, there is no formal aspiration space for the public to submit responses, criticisms, or suggestions to the implementation of this policy. The rebuttal procedure provided

is only technical and limited to administrative corrections, not as a forum for comprehensive public participation. This shows that the application of the principles of accountability and community participation is still weak, even though Law Number 25 of 2009 concerning Public Services emphasizes the importance of the role of the community as external supervisors in the implementation of public policies.

From the social side, the results of the interviews show that the motivation of the community, especially honorary personnel, to take part in the PPPK selection is very high. This is due to the clarity of the legal status and welfare guarantees offered by the PPPK scheme, as stipulated in Presidential Regulation Number 11 of 2024 concerning PPPK salaries and benefits. Selection participants feel that the income offered is quite ideal and better than when they were honorary employees.

The public's interest in this selection is also very large, as evidenced by the high percentage of honorary personnel who registered. However, a small number of those who did not take part in the selection were honorary employees who felt that they no longer met the age requirements or other administrative requirements. The authors consider that the low participation of this group can also be related to the lack of detailed and inclusive information dissemination.

Overall, the PPPK selection policy has received a positive response in terms of public interest and motivation, but still faces serious challenges in terms of information disclosure and the provision of space for public participation. For this reason, the author recommends that local governments expand policy information channels to various levels of society and establish a systematic aspiration mechanism to strengthen the implementation of inclusive, transparent, and participatory policies.

### **Performer Tendencies**

The direction of the implementer's tendency towards policy standards and objectives is very important because the implementers will fail to implement the policy appropriately if they reject the objectives contained in the policy (van Meter van Horn in [\(Winarno, 2023\)](#)).

Based on the results of the research through primary and secondary data interviews, it can be concluded that the implementation of the selection policy for Government Employees with Work Agreements (PPPK) in Central Sulawesi Province in 2023 shows a strong commitment from the implementing party, especially the Regional Civil Service Agency (BKD). This is reflected in the statements of resource persons such as Mr. Mohammad Syarif and Mr. Fernando who emphasized that the implementation of PPPK selection is part of the main duties and functions of BKD, and is carried out in a structured manner through the formation of a selection committee based on the Governor's Decree. The committee is divided into a number of functional teams such as the supervision, verification, helpdesk, health, security, and selection monitoring teams, each of which has specific duties and responsibilities to ensure that the selection process runs objectively, transparently, and free from corruption, collusion, and nepotism practices.

In terms of committee elections, it is known that there are no special criteria in the appointment of members. Employees from the field of Procurement, Dismissal, and Information are automatically involved in the committee, while employees from other fields are usually appointed directly without consideration of open selection. Nevertheless, the allocation of the number of committees is considered to be in accordance with the workload analyzed previously. If the number of applicants exceeds the estimate, BKD adjusts by adding the implementation day so that the selection process continues to run effectively. Regarding the implementer's understanding of the policy, the verifiers showed a good understanding of the criteria for special applicants, such as priority applicants and former Category II (THK-II) Honorary Personnel, as well as non-ASN employees registered in the BKN database. However,

there is a slight difference in perception between policy implementers and policymakers regarding the position of the former THK-II in the selection priority scheme.

From the participant's side, the implementation of the selection in general is considered good and adequate. However, there are important inputs related to the implementation of socialization that are considered uneven, especially for participants who are less proficient in digital technology, such as elderly participants. These findings show that even though the implementation of selection has been designed and carried out systematically, it is still necessary to strengthen the aspect of public communication so that this policy is truly inclusive and accessible to all levels of society. Overall, the implementation of the PPPK selection in Central Sulawesi Province in 2023 has been quite effective with institutional support and cross-agency collaboration, but there is still room for improvement in terms of understanding of regulations as a whole and socialization strategies that are more adaptive to the needs of participants.

### **Results of Analysis of Factors That Become Obstacles in the Selection of Prospective Government Employees with Employment Agreements in the Central Sulawesi Provincial Government in 2023.**

From the results of the analysis, it can be concluded that the successful implementation of the PPPK selection policy in Central Sulawesi is influenced by limited formation quotas, ineffective communication, technical constraints in the registration system, and lack of external supervision and community participation. The main recommendations are the need to improve coordination between institutions, strengthen information technology capacity, diversify socialization methods, and open up space for public participation to improve and improve the implementation of PPPK selection in the future.

The SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis is used to provide a comprehensive overview of the implementation of the PPPK selection policy in Central Sulawesi. Here's the explanation:

#### **1. Strengths**

1. Adequate resource support: Policy implementers receive sufficient human resource support and budget to carry out the PPPK selection. This is a strong capital in the implementation of the program.
2. Inclusive policies for honorary personnel over 35 years old: PPPK opens opportunities for honorary personnel who cannot participate in CPNS due to age limits, thus accommodating groups that have been marginalized.
3. There are clear technical guidelines: The implementer uses the Kepmen PANRB Number 648 of 2023 as a reference in the implementation of the selection, providing a structured legal basis and procedures.

#### **2. Weaknesses**

1. Limited formation capacity: The allocation of PPPK formations only reaches 3,890 out of 9,320 honorary personnel, so most of the honorary personnel cannot be accommodated.
2. Technical constraints of the registration system: Application servers are often down when accessed simultaneously by thousands of applicants, causing disruptions and obstacles in the registration process.
3. Less than optimal policy socialization: Information has not been conveyed evenly and clearly, especially for honorary personnel who are not proficient in using digital technology. There is a difference in perception between the central and regional governments regarding the definition of the former THK-II.
4. Lack of involvement of external supervisors: Supervision from institutions such as the DPR and Ombudsman has not been maximized, potentially reducing transparency and accountability in policy implementation.



### 3. Opportunities

1. Capacity building of honorary personnel competencies: Local governments can hold periodic training to improve the skills of honorary personnel, increasing their chances in the next selection.
2. Technological innovation and registration system: With increased server capacity and diversification of registration methods (e.g. a combination of e-stamps and printed stamps), the selection process can be more efficient and inclusive.
3. Opportunities to strengthen communication and socialization: Optimizing the combination of online and offline socialization, as well as involving various stakeholders and the community, can increase applicants' understanding and participation.
4. Increased public participation and oversight: Involving the public and external oversight agencies will strengthen accountability, reducing potential irregularities in the implementation of the selection.

### 4. Threats

1. Unequal access to the internet and technology: The geographical condition of Central Sulawesi that is not fully reached by the internet network has the potential to hinder the registration process and digital socialization.
2. Resistance from unaccommodated honorary personnel: The mismatch between the number of formations and the number of honorary personnel can cause dissatisfaction and potential social conflicts.
3. Risk of file verification errors: Heavy workloads and budget constraints for the verifier committee can increase the risk of errors in the selection process.

Differences in perceptions between implementers and policymakers: Differences in the definition and understanding of the former THK-II can hinder the consistency of policy implementation in the field.

## 5. CONCLUSION

Based on the results of the study using the van Meter and van Horn approaches, the implementation of the PPPK selection policy in the Central Sulawesi Provincial Government involves several important stages, ranging from planning to appointment. However, in its implementation, several obstacles were found that affected the effectiveness of implementation, such as differences in perceptions regarding the definition of the former THK-II, low selection pass rates, and less effective communication between implementers and the community. In addition, the lack of involvement of external supervisors and inconsistent information are also obstacles in the selection process.

Another factor that affects implementation is the characteristics of the implementing body that has not been able to anticipate a surge in registrations, causing technical glitches on the server. Economic, social, and political conditions are also less considered, especially in terms of providing aspirational space for the public to submit responses related to PPPK policies. All of these obstacles show that even though the selection procedure is already running, improvements are still needed in communication, supervision, and public participation so that policy implementation can run more optimally

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